



## Memorandum

Date: June 19, 2023

Subject: Existing Conditions  
(City of Canby Comprehensive Plan Update)

From: WSP USA Inc.

To: 3J Consulting and City of Canby

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### INTRODUCTION

The following memorandum provides background information about the existing conditions in Canby that will inform the Canby Comprehensive Plan update. The comprehensive plan includes elements that address the following Oregon Statewide Planning Goals:

- Goal 1 – Citizen Involvement
- Goal 2 – Land Use Planning
- Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6 – Air, Water, and Land Resources Quality
- Goal 7 – Areas Subject to Natural Hazards
- Goal 8 – Recreational Needs
- Goal 9 – Economic Development
- Goal 10 – Housing
- Goal 11 – Public Facilities and Services
- Goal 12 – Transportation
- Goal 13 – Energy Conservation
- Goal 14 – Urbanization

For each relevant statewide goal, this document highlights policies in the existing comprehensive plan, the City's role, and any statutory updates since the City's last comprehensive plan update. The following further describes the relationship of each goal to other elements in the comprehensive plan, summarizes current data and community assets, outlines opportunities and challenges, and includes recommendations to consider in the comprehensive plan update.

## POPULATION AND DEMOGRAPHICS; CITIZEN INVOLVEMENT

### EXISTING COMPREHENSIVE PLAN POLICIES

**Citizen Involvement Element - Policy 1:** Canby shall reorganize its citizen involvement functions to formally recognize the role of the planning commission in meeting the size required citizen involvement components of Statewide Planning Goal No. 1 and to re-emphasize the city's commitment to ongoing citizen involvement.

**Citizen Involvement Element - Policy 2:** Canby shall strive to eliminate unnecessarily costly, confusing and time-consuming practices in the development review process.

**Citizen Involvement Element - Policy 3:** Canby shall review the contents of the comprehensive plan every two years and shall update the plan as necessary based upon that review.

### POLICY CONTEXT

#### City's Role

Oregon Statewide Planning Goal 1 (Goal 1) is administered by Oregon Administrative Rules (OAR) 650-015-0000(1) which mandates the City's role in developing a citizen involvement program. Per Goal 1, the City of Canby (City) is responsible for providing "the opportunity for citizens to be involved in all phases of the planning process." The City should develop a citizen involvement program that addresses:

- Opportunities for widespread public involvement;
- Effective two-way communication with the public;
- The ability for the public to be involved in all phases of the planning process;
- Making technical information easy to understand;
- Feedback mechanisms for policymakers to respond to public input; and
- Adequate financial support for public involvement efforts.

#### Statutory Updates

Goal 1 has been amended once since the 1981 initial adoption of the City of Canby Comprehensive Plan (comprehensive plan) (1988). Goal 1 has not been amended since the recent update of the comprehensive plan in 2019.

#### Relationship to Other Comprehensive Plan Topics

The Citizen Involvement Element ensures that the City involves citizens in all phases of the planning process. Several other elements of the comprehensive plan take population and demographic data into consideration. The Housing Element directs the City to meet current and future housing needs. The Public Facilities and Element ensures that the City provides adequate services to the population. The Parks and Recreation Element includes direction to provide accessible and adequate recreation opportunities for Canby residents.

## COMMUNITY ASSETS AND CURRENT DATA

### Population Trends

Clackamas County is Oregon's third largest county in terms of population, with an estimated 425,316 residents. Population has been steadily increasing in Canby, Clackamas County, and Oregon since 2000.

The population in Canby increased twice as fast as the county average from 2000 to 2010. However, from 2010 to 2021, the population growth slowed down as available buildable land became less abundant. Yet, the population reached a record-high population of 18,979 people in 2022. Table 1 shows the local population trends from 2000 to 2020.

**Table 1. Population Trends, 2000 to 2020<sup>1</sup>**

	2000	2010	2020	2021	Annual Growth Rate	
					2000 -2010	2010 - 2021
Clackamas County	338,391	375,992	422,185	425,316	1.06%	1.13%
Canby UGB	13,323	17,097	18,171	18,413	2.53%	0.68%
City of Canby	12,790	15,829	17,210	18,171	2.15%	1.26%
<i>Sources: Population Research Center, Portland State University, April 15, 2020</i>						
<i>U.S. Census Bureau, PL94-171 restricting data files.</i>						

### Race and Ethnicity

Twenty-eight percent of Canby's population is represented by people of color (including, Black or African American, Hispanic or Latino, American Indian and Alaska Native, Asian, Native Hawaiian and Other Pacific Islander, some other race, and two or more races). This is similar to the statewide average, but higher than the Clackamas County average. Most people of color in Canby identify as Hispanic or Latino, making up 17 percent of the total city population.

Statistically, people of color have a lower average income level and experience higher rates of unemployment than white residents, making people of color more likely to experience housing instability. In Canby, people of color are more likely to live in renter-occupied housing. This is especially true among Hispanic or Latino households, of which 59 percent live in rental housing.

### Income

The median household income in Canby tends to be lower than Clackamas County, but well above state levels. In 2020, the median household income in Canby was \$74,825, which indicated an annual average growth rate of 2.7 percent from the median household income of

<sup>1</sup> City of Canby. Canby Housing Needs Analysis. January 2023.

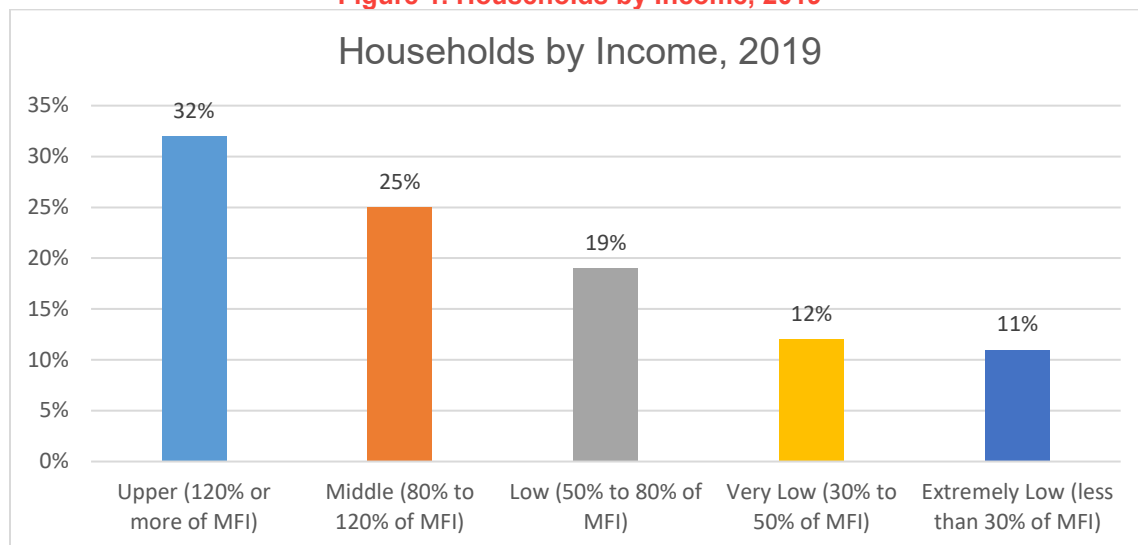
\$57,427 in 2010. During this time, the median household income in Clackamas County and Oregon increased 2.9 percent annually. Table 2 shows recent local and statewide income trends.

**Table 2. Income Trends, 2010 to 2020<sup>2</sup>**

Median Household Income			
	2010	2020	Average Annual Growth Rate
Canby	\$ 57,427	\$ 74,825	2.7%
Clackamas County	\$ 62,007	\$ 82,911	2.9%
Oregon	\$ 49,260	\$ 65,667	2.9%
Median Family Income			
	2010	2020	Average Annual Growth Rate
Canby	\$ 67,370	\$ 87,173	2.6%
Clackamas County	\$ 74,905	\$ 100,172	2.9%
Oregon	\$ 60,402	\$ 80,630	2.9%
Source: U.S. Census Bureau, American Community Survey 5-Year Estimates			

In 2019, the median family income (MFI) in Clackamas County was \$80,484. Approximately one-third of households in Canby earn over 120 percent of the MFI. Meanwhile, approximately 42 percent of households in Canby earn below 80 percent MFI, as shown in Figure 1.

**Figure 1. Households by Income, 2019**



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates (Table S2503)

<sup>2</sup> City of Canby. Canby Housing Needs Analysis. January 2023.

### **Other Socioeconomic Data**

The median age in Canby was 38.4 in 2019, an increase from 35.1 in 2010. The median age in Canby is below the Clackamas County average (41.5) and the statewide average (39.7).

The average household size in Canby has been decreasing slightly, from 2.98 in 2010 to 2.70 in 2021. However, the average household size remains significantly above the statewide average of 2.44 and the countywide average of 2.59.

### **Citizen Involvement**

The existing comprehensive plan efforts included a Citizen's Advisory Committee (CAC), an ad hoc committee that provided citizen participation in the development of the comprehensive plan. After the comprehensive plan was adopted in 1981, the CAC ceased regular meetings, and the Planning Commission became the primary body to meet regularly and receive citizen involvement on planning issues.

In addition to the Planning Commission, the public can be involved in planning and operation via the public budget committee, utility board, and City Council meetings. Other opportunities for public involvement include several advisory boards and public committees that provide input on a range of topics.

## **OPPORTUNITIES AND CHALLENGES**

### **Priority Planning Issues**

A pressing planning issue related to population and demographics appears to be the forecasted population growth. Canby is projected to reach 24,586 people by 2043. This population growth will require an additional 2,286 new dwelling units between 2023 and 2043. Additionally, this will require an increase in available public services and facilities to adequately meet growth demands. Other priority planning issues may be identified during preliminary public outreach efforts.

## **RECOMMENDATIONS**

Citizen Involvement Policy 1 does not need to be included in the comprehensive plan update. Since adopting the existing comprehensive plan, the City has formalized the Planning Commission as the entity primarily responsible for the citizen involvement. The Planning Commission should meet as the Committee for Citizen Involvement (CCI) on an annual basis to ensure citizen involvement elements are met. Alternatively, the City could form a separate CCI to function independently from the Planning Commission.

Community outreach during the planning efforts should consider whether the Citizen Involvement Policy 2 remains a key priority for the community and update the plan accordingly.

The Housing Needs Analysis notes that community outreach efforts should better reach the Hispanic and Latino communities in Canby. In general, renters, low-income households, Hispanic/Latinx residents, other racial and ethnic minorities and immigrant or refugee communities, veterans, people with disabilities, seniors, agricultural workers, and formerly and currently houseless people, have not been well represented during public meetings; more targeted outreach methods are required to obtain their input during future public involvement processes.<sup>3</sup> Community outreach efforts should be expanded to include virtual platforms. Enhanced accessibility of digital planning documents is also needed to keep pace with best practices for access to public information.

To ensure compliance with Goal 1, the City should clarify how it maintains effective two-way communication between the public and the Planning Commission. Additional clarifications the City should make include how often the public should receive responses from policymakers and the ways in which involvement opportunities are included through all phases of planning process. Throughout the planning process, technical information should be accessible to the public and easy to understand. The comprehensive plan should also specify financial support for ongoing public involvement opportunities.

## LAND USE

### EXISTING COMPREHENSIVE PLAN POLICIES

**Land Use Element - Policy No. 1:** Canby shall guide the course of growth and development so as to separate conflicting or incompatible uses while grouping compatible uses.

**Land Use Element - Policy No. 2:** Canby shall encourage a general increase in the intensity and density of permitted development as a means of minimizing urban sprawl.

**Land Use Element - Policy No. 3:** Canby shall discourage any development which will result in overburdening any of the community's public facilities or services.

**Land Use Element - Policy No. 4:** Canby shall limit development in areas identified as having an unacceptable level of risk because of natural hazards.

**Land Use Element - Policy No. 5:** Canby shall utilize the land use map as the basis of zoning and other planning or public facility decisions.

**Land Use Element - Policy No. 6:** Canby shall recognize the unique character of certain areas and will utilize the following special requirements, in conjunction with the requirements of the land development and planning ordinance, in guiding the use and development of these unique areas. *Note: the specific requirements refer to "Areas of Special Concern" included on the land use map. These areas have been designated based on their significant location, special access and utility concerns, historically conflicting land uses, and development constraints.*

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<sup>3</sup> City of Canby. Canby Housing Needs Analysis. January 2023.

**Land Use Element - Policy No. 7:** Canby shall strive to ensure the efficient and effective provision of infrastructure to serve newly annexed areas.

## POLICY CONTEXT

### City's Role

Per Oregon Statewide Planning Goal 2 (Goal 2), the City is responsible for having and following a comprehensive land use plan and implementing regulations. The plan must be fact-based, and the City must follow the plan when making decisions on appropriate zoning. The purpose of the land use designations and map is to provide guidance for the appropriate use, intensity, and desired character for development, as well as to provide context for the relationship of land uses to each other (e.g., co-locating compatible land uses). During periodic updates, the City is responsible for confirming that the comprehensive plan designations and land use regulations are compliant with the statewide planning goals, and make adequate provisions for economic development, housing, transportation, public facilities and services, and urbanization.

### Statutory Updates

Goal 2 is implemented through Oregon Administrative Rules (OAR) Chapter 660-004 and has been amended twice since the initial 1981 adoption of the comprehensive plan (in 1983 and 1988). Goal 2 has not been amended since the last comprehensive plan update (2019).

### Relationship to Other Comprehensive Plan Topics

The Land Use Element, including the land use map, is foundational for Canby's planning efforts and many other elements in the comprehensive plan. The Urban Growth Element ensures that the urban growth boundary (UGB) reflects projected land use needs. The Environmental Concerns Element directs the City to direct growth in a way that allows viable agricultural use within the UGB,<sup>4</sup> preserve and maintain open space where appropriate,<sup>5</sup> minimize development impacts on fish and wildlife habitats<sup>6</sup> and wetlands,<sup>7</sup> and restrict urbanization in environmentally sensitive areas.<sup>8</sup> The Economic Development Element directs the City to promote industrial and commercial developments at appropriate locations.<sup>9</sup> The Housing Element directs the City to encourage a gradual increase in housing density<sup>10</sup> and locate higher density housing in areas with available facilities and transportation.<sup>11</sup>

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<sup>4</sup> Environmental Concerns Element Policy 1-R-A. Canby Comprehensive Plan. 2019.

<sup>5</sup> Environmental Concerns Element Policy 8-R. Canby Comprehensive Plan. 2019.

<sup>6</sup> Environmental Concerns Element Policy 9-R. Canby Comprehensive Plan. 2019.

<sup>7</sup> Environmental Concerns Element Policy 10-R. Canby Comprehensive Plan. 2019.

<sup>8</sup> Environmental Concerns Element Policy 1-H. Canby Comprehensive Plan. 2019.

<sup>9</sup> Economic Development Element Policy 1 and 2. Canby Comprehensive Plan. 2019.

<sup>10</sup> Housing Element Policy 2. Canby Comprehensive Plan. 2019.

<sup>11</sup> Housing Element Policy 3. Canby Comprehensive Plan. 2019.

## COMMUNITY ASSETS AND CURRENT DATA

Because land use is intrinsically tied to other elements, relevant information pertaining to land use comes from a variety of sources. Key sources below include existing development regulations, population and demographic trends, the Economic Opportunities Analysis (EOA), and the Housing Needs Assessment. While summaries are provided below, additional details may be found in the existing conditions for the Housing, Economic Development, Population and Demographics, and Urbanization elements.

### Development Regulations

The regulatory framework for land use is established by Oregon's Statewide Planning Goals and various other state and local requirements. These state acts influence where new development can occur within Canby city limits and the UGB, in addition to local regulations, including Canby's comprehensive plan designations, zoning, and development standards contained in its Land Development and Planning Ordinance in Title 16 of the Canby Municipal Code. Additionally, the Areas of Special Concern designated in the comprehensive plan in conjunction with the Land Use map regulate development in those particular areas.<sup>12</sup>

Local development standards, including residential, commercial, industrial zoning standards, and development standards, regulate parking, natural resources, historic resources, signs, lighting, land divisions, annexation, and the land use permit process, among other topics. The Land Development and Planning Ordinance and zoning map are the primary implementation tools of the comprehensive plan. Canby also has an adopted urban renewal district that guides investment and land use in its downtown. The Canby Urban Renewal Plan contains a land use and zoning map to regulate land use that is the same as the City's comprehensive plan map.

### Population and Demographic Trends

The population in Canby increased twice as fast as the county average from 2000 to 2010. However, from 2010 to 2021, the population growth slowed down as available buildable land became less abundant. Yet, the population reached a record high of 18,979 people in 2022. Table 1 shows the local population trends from 2000 to 2020.

### Employment Land Needs

The Land Use Element will evaluate and identify lands needed for industrial and commercial uses. The draft Canby Economic Opportunities Analysis (EOA) will serve as the basis for local policies and actions that help make the City a more economically viable community. The EOA documents existing conditions and identifies opportunities, constraints, and considerations regarding the City's economic outlook. The EOA includes a buildable lands inventory (BLI), population and employment trends, and draft policies and objectives aimed at strengthening the local economy. The BLI identifies available land for commercial and industrial uses. As shown

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<sup>12</sup> Land Use Element Policy 6, Canby Comprehensive Plan. 2019.



in Table 3, Canby has insufficient employment lands to meet forecasted needs. As stated in the EOA, this indicates that Canby will need to rezone or redesignate land or expand the UGB to provide an adequate supply of employment land.

**Table 3. Canby Employment Land Needs Forecast<sup>13</sup>**

Land Use Classification	Land Supply	Land Need (Demand)*			Net Land Need (Shortfall)		
		Low	Medium	High	Low	Medium	High
Commercial (DC, HC)	16.4	20.5	24.7	33.9	-4.1	-8.3	-17.5
Industrial/Other Emp. (CM, LI, HI)*	163.0	244.4	601.5	637.8	-81.4	-438.5	-474.8
Total Buildable Land (gross acres)	179.4	264.9	626.2	671.6	-85.5	-446.8	-492.2

\*excludes potential public land needs for new parks and schools.

### Residential Land Needs

The Land Use Element will evaluate and identify lands needed for residential uses, including different housing densities. The Housing Needs Analysis (HNA) and Housing Production Strategy (HPS) will evaluate residential land and projected needs (currently in draft form). The HNA and HPS will serve as the basis for local policies and actions aimed at providing sufficient housing and housing options for Canby residents.

The HNA projects the number of housing units that will be needed to meet the needs of the city's growing population, as well as the buildable land that will be needed to accommodate that new housing. As shown in Table 4, Canby has insufficient residential lands to meet forecasted needs. The draft HNA finds that the current Canby UGB is not sufficient to meet future housing needs and recommends that the City consider ways to limit the need for a UGB expansion.

**Table 4. Baseline Housing Land Need Forecast, Canby Urban Growth Boundary<sup>14</sup>**

Dwelling Unit Type	Applicable Plan Designation	Gross Buildable Land Requirement (gross acres)	Buildable Land Inventory (gross acres)	Net Buildable Land Surplus or Deficit (acres)
Single Family Standard Lot	LDR	179	216	-45
Single Family Small Lot and Cottages		115		-34
Townhomes/plexes (2 - 4 units)	MDR	69	53	-16

<sup>13</sup> City of Canby. Canby Housing Needs Analysis. January 2023.

<sup>14</sup> City of Canby. Economic Opportunity Analysis. March 2023 (Revised May 2023). FCS Group.

Multifamily (5+ units), ADUs, Gov't Assisted	HDR, RC	29	11	-18
<b>Total</b>		<b>392</b>	<b>280</b>	<b>-112</b>

### Other Land Needs

In addition to employment and residential needs, the Land Use Element will evaluate whether other types of land uses are sufficient to meet anticipated demand, including land for schools, recreation, and other services. The City's comprehensive parks and recreation plan (2022) identifies some additional recreational needs, such as a dog park and sports complex, and estimates that an additional 43 acres of developed park space are needed to meet national standards published by the National Park and Recreation Association, which recommends 6.25 to 10.5 acres of open space per 1,000 people.<sup>15</sup>

Canby has conducted several studies regarding existing capacity and projected needs for utilities in the city, including an electric system 5-year planning study (2019), Stormwater Master Plan update (2022), and sanitary sewer and stormwater system development charges update (2023). All of these plans identify additional capacity needs to meet projected demand in the city.

### Land Use Designations

The following land use designations are identified in the City's comprehensive plan. The City will evaluate the designation descriptions and the land use map during the comprehensive plan update and may make refinements, if needed, to accommodate changes in conditions (e.g., a growing population) or in community priorities (e.g., a desire for a broader range of housing types).

**Residential Designations:** There are four residential designations in the city that permit different densities and housing typologies: Low Density Residential (LDR), Medium Density Residential (MDR), High Density Residential (HDR), and Mixed Density Residential.

**Commercial and Industrial Designations:** There are six employment land designations in the city that permit different types of employment uses: Residential Commercial (RC), Downtown Commercial (DC), Highway Commercial (HC), Commercial/Manufacturing (CM), Light Industrial (LI), and Heavy Industrial (HI).

**Industrial Overlay:** This designation overlay applies to the area contained in Canby's Industrial Area Master Plan. Land uses are allowed in this area as per the underlying zone designations, and development must comply with the design standards and guidelines in the Industrial Area Master Plan.

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<sup>15</sup> City of Canby. Parks and Recreation Master Plan. August 2022. Berry Dunn, RRC Associates.

**Public (P):** This designation is used to show existing public ownership (and not to indicate specific properties that have been selected for future acquisition by public agencies). Transfer of any lands designated P to a non-public entity requires a plan amendment prior to use for a non-public purpose.

**Private Recreation (PR):** This designation applies to the golf course and related country club facilities. Per the plan, incidental compatibly designed residential uses are permitted in this designation at a relatively low overall density.

**Flood Prone/Steep Slopes (FL):** This designation applies to areas requiring special development regulation because of a history of flooding, or because of steep slopes on the perimeter of floodplains.

## OPPORTUNITIES AND CHALLENGES

The EOA, HNA, and various transportation and public facilities studies identify opportunities and challenges specific to those land uses. Please see those sections for additional details. In general, the biggest challenge is that buildable land supply in Canby and the UGB is insufficient. The EOA and HNA identified limitations in the supply of land across all categories (residential, commercial, and industrial). Other opportunities and constraints to land use include the adequacy of public facilities and infrastructure to meet projected demand (including parks, schools, water/sewer, and emergency services) and constraints related to environmentally sensitive or hazardous areas (e.g., wetlands, steep slopes).

## RECOMMENDATIONS

Per Goal 2, the land use map must be based in fact and should use the most recent final population forecast issued by Portland State University Population Research Center (PRC). Both the HNA and EOA use the PRC forecast in their evaluations. The City should adopt the HNA, EOA, and other relevant studies to incorporate their findings and provide fact-based revisions to the comprehensive plan and map.

Specific recommendations to address the shortfall in residential and employment lands are identified in the HNA, HPS, and EOA.

## NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

### EXISTING COMPREHENSIVE PLAN POLICIES

**Environmental Concerns Policy 5-R:** Canby shall support local sand and gravel operations and will cooperate with county and state agencies in the review of aggregate removal applications.

**Environmental Concerns Policy 6-R:** Canby shall preserve and, where possible, encourage restoration of historic sites and buildings.

**Environmental Concerns Policy 7-R:** Canby shall seek to improve the overall scenic and aesthetic qualities of the city.

**Environmental Concerns Policy 8-R:** Canby shall seek to preserve and maintain open space where appropriate and where compatible with other land uses.

## POLICY CONTEXT

### City's Role

According to Oregon Statewide Planning Goal 5 (Goal 5) and Oregon Administrative Rules (OAR) 660-015-0000(5), the City of Canby should inventory riparian corridors, wetlands, wildlife habitat, federal wild and scenic rivers, state scenic waterways, groundwater resources, approved Oregon recreation trails, natural areas, wilderness areas, mineral and aggregate resources, energy sources, and cultural areas. Goal 5 also states that the City should determine significant sites for those resources and develop programs to protect natural resources and conserve scenic and historic areas and open spaces.

### Statutory Updates

Goal 5 has been updated twice since the initial adoption of the comprehensive plan in 1981. Goal 5 has not been updated since the most recent comprehensive plan update in 2019.

### Relationship to Other Comprehensive Plan Topics

Canby's Environmental Concerns Element includes policies that are key for outlining the City's plan to protect natural resources, scenic and historic areas, and open spaces, but other comprehensive plan elements contribute to Goal 5. The Parks and Recreation Element directs the City to ensure the adequate provision of recreational trail systems in the city.<sup>16</sup> The Energy Efficiency Element indicates that the primary source for electrical energy for Canby is the Bonneville Power Administration and directs the City to promote energy efficiency.<sup>17</sup>

## COMMUNITY ASSETS AND CURRENT DATA

### Natural Resources

The Canby Wetlands and Riparian Inventory identifies riparian corridors and wetlands in the Canby UGB. Riparian corridors are found along the Molalla River and within the Clackamas County 100-foot riparian setbacks from the Molalla River (for areas outside City limits but within the UGB). The Statewide Wetlands Inventory identifies freshwater emergent wetlands and freshwater forested wetlands north of the city limits along the Willamette River.<sup>18</sup> Chapter 16.130 of the Canby Municipal Code includes specific definitions and provisions of the riparian corridors. Chapter 16.140 includes specific definitions and provisions to protect identified wetland areas. Chapters 16.37 and 16.39 establish a riparian overall riparian overlay (RO) and

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<sup>16</sup> Parks and Recreation Element Policy 1, Canby Comprehensive Plan. 2019.

<sup>17</sup> Public Facilities and Services Element Policy 5, Canby Comprehensive Plan. 2019.

<sup>18</sup> North Clackamas Urban Area Wetland Inventory and Goal 5 Assessment. Local Wetlands Inventories. Oregon Department of State Lands. Modified May 2011. <https://www.oregon.gov/dsl/WW/Pages/Inventories.aspx>

wetland overlay (WO) zones, respectively, adding increased measures for developments those resources.

The Canby UGB and surrounding area include wildlife habitat identified by the Oregon Department of Fish and Wildlife for a number of species, including hawks, owls, bats, songbirds, small mammals, and various reptiles and amphibians. Additionally, the Willamette and Molalla Rivers provide habitat for chinook salmon, Oregon chub, lamprey, and winter steelhead.<sup>19</sup>

According to the Canby Utility Water System Master Plan, groundwater sources include Springs Gallery, Collection Boxes, and Well Number 10. In addition, the Canby School District is supplied by a privately owned groundwater well at Beck's Well.<sup>20</sup>

According to the Oregon Department of Geology and Mineral Industries mineral information layer for Oregon, the only significant mineral resources in Canby are sand and aggregate located along the Molalla River.<sup>21</sup>

### Historical Resources

The Oregon State Historic Site Database lists 492 historic buildings, four historic objects (including historical trees and a monument), six historic structures, and six historic sites in the Canby area. The Oregon State Historic Preservation Office (SHPO) establishes protection and limitations to development of these historic resources. Canby's Historic Preservation Plan lists 5 designated historic resources within Canby city limits, shown in Table 5.

**Table 5. Designated Historic Resources within Canby City Limits<sup>22</sup>**

Address	Historic Name	National Register of Historic Places	Clackamas County Historic Landmarks	SHPO Resource ID
525 SW Fourth Ave.	William Knight House	No	Yes, listed 5/11/86	29973
182 N Holly St.	Historic City Hall	Yes	No	31174
508 NW Third Ave.	Pioneer Chapel	Yes	No	31185
375 NW Third Ave.	Bair House	Yes	No	31188
138 S Knott St.	Mack House	Yes	No	NA

### Scenic Resources

The Oregon State Parks Department does not designate any state scenic waterways in Canby. Similarly, no scenic waterways are federally designated by the National Wild and Scenic Rivers

<sup>19</sup> Compass. Oregon Department of Fish and Wildlife. April 2023. <https://compass.dfw.state.or.us/>

<sup>20</sup> Canby Utility. Water System Master Plan. April 2010. Murray Smith and Associates, Inc.

<sup>21</sup> Mineral Information Layer for Oregon. Oregon Department of Geology and Mineral Industries. 2020. <https://gis.dogami.oregon.gov/maps/milo3/>

<sup>22</sup> City of Canby. Historic Preservation Plan. July 2020. Northwest Vernacular, Inc.

System. However, Canby does offer other scenic resources to the community, including views of Mount Hood and the Molalla and Willamette Rivers. Additionally, the Canby Park Acquisition Plan includes a component to consider if the land acquisition contributed to protecting scenic vistas.

### **Open Spaces**

Canby's comprehensive plan map designates public park zones, which include open space areas. The Willamette Valley Country Club along the Willamette River is a significant area of privately owned open space.

The Parks and Recreation Master Plan notes that the City manages seven parks with natural area components, including the Arneson Garden, Community River Park, Eco Park, Nineteenth Avenue Loop Natural Area, Redwood Landing, Willamette Wayside Natural Area, and Willow Creek Park. The Parks and Recreation Master Plan also includes objectives to increase connectivity accessibility, and community use of open spaces and natural areas, but it does not include specific targets to protect those natural resources.<sup>23</sup>

## **OPPORTUNITIES AND CHALLENGES**

While there are no state or federally designated scenic areas, Canby does offer scenic resources that can be preserved through land use and development standards. The Willamette and Molalla Rivers provide an opportunity for the City to support the physical landscape and natural resources of the area.

Canby Municipal Code Chapter 16.110 includes provisions for historic resources in Canby and establishes that the City of Canby Heritage and Landmarks Commission makes decisions about historic landmarks or districts.

The current comprehensive plan does not include an inventory of cultural resources. As stated in the Historic Preservation Plan, opportunities for cultural resources include intergovernmental relationships with tribal governments; conducting inventories for the Clackamas County Fairgrounds and historic farms to the north and east of the city; and ongoing protection of designated historic resources, the Heritage Trail walking tour, and the Willamette Greenway.

## **RECOMMENDATIONS**

City plans do not indicate recommendations for protecting riparian corridors, wetlands, wildlife habitat, groundwater resources, or mineral and aggregate resources; the City should update inventories for those resources.

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<sup>23</sup> City of Canby. Parks and Recreation Master Plan. August 2022. Berry Dunn, RRC Associates.

The Parks and Recreation Master Plan includes an objective to expand and enhance connected trails and open spaces. Additionally, specific recommendations related to natural resources, scenic and historic areas, and open spaces include:

- Create a long-term trails master plan with a focus on connecting neighborhoods, parks, and trails.
- Help ensure that a full strategic and phased plan is developed as part of a city active transportation plan to complete the Emerald Necklace.
- Enhance the Logging Road Trail and connectivity by making improvements in access, seating, etc.
- Continue phased development of the Traverso trail work sections of the Molalla Forest Road.

The Historic Preservation Plan recommends that a Heritage and Landmark Element be included in the comprehensive plan to consider the integration of heritage and landmarks in long-range planning. The recommended Heritage and Landmark Element would include Environmental Concerns policies 1-R-A, 6-R, 7-R, and 8-R. Other relevant recommendations in the Historic Preservation Plan include:

- Utilize the preservation plan to address policies, implement measures, and create a Heritage and Historic Landmarks Element.
- Remove the context summary under Finding No. 6-R as this is covered in the preservation plan.
- Identify, protect, and maintain historic trees and landscapes that have significance to the city, downtown, neighborhoods, or agricultural history of the city.
- Encourage preservation, such as with the Mack House, and discourage demolitions or partial demolitions of intact historic resources.
- Continue to build upon efforts, such as Building a Better Community: The Canby Women's Heritage Trail and 2016 reconnaissance level survey work to identify properties potentially associated with the Hispanic population of Canby, to recognize the important contributions that minorities, workers, women, and other cultures have made throughout Canby's history.

## **AIR, WATER, AND LAND RESOURCES QUALITY**

### **EXISTING COMPREHENSIVE PLAN POLICIES**

**Environmental Concerns Policy 2-R:** Canby shall maintain and protect surface water and groundwater resources.

**Environmental Concerns Policy 3-R:** Canby shall require that all existing and future development activities meet the prescribed standards for air, water, and land pollution.

**Environmental Concerns Policy 4-R:** Canby shall seek to mitigate, wherever possible, noise pollution generated from new proposals or existing activities.

**Environmental Concerns Policy 9-R:** Canby shall attempt to minimize the adverse impacts of new developments on fish and wildlife habitats.

**Environmental Concerns Policy 10-R:** Canby shall attempt to minimize the adverse impacts of new developments on wetlands.

## POLICY CONTEXT

### City's Role

Per Oregon Statewide Planning Goal 6 (Goal 6), as outlined in Oregon Administrative Rules (OAR) 660-015-0000(6), the City's role in maintaining and improving the quality of air, water, and land resources is to ensure that no waste and process discharges violate, or threaten to violate, state or federal environmental quality standards. Waste and process discharges the City should regulate include solid waste, thermal, noise, atmospheric or water pollutants, contaminates, or other associated waste products. Goal 6 directs the City to include the following aspects in local plans:

- Designate alternative areas for use in controlling pollution;
- Designate areas for urban and rural residential use where sewage disposal is identified;
- Buffer and separate land uses that create conflicting requirements and impacts on resources;
- Provide plans for the maintenance and improvement of resources that consider the carrying capacity of the area; and
- Coordinate plans impacting waste and process discharges with applicable air sheds and river basins.

### Statutory Updates

Goal 6 has not been updated since the initial adoption of the comprehensive plan in 1981.

As directed by OAR 660-015-0000(6), the City must ensure that waste and process discharges comply with federal, state, and regional laws that regulate air, water, and land resources.

Relevant regulations include:

- Federal
  - Clean Air Act
  - Federal Water Pollution Control Act
  - Safe Drinking Water Act
  - Noise Control Act
  - Resource Conservation and Recovery Act
  - Toxic Substances Control Act
- State



- Sewage Treatment and Disposal System
  - Solid Waste Control
  - Pollution Control
- Regional
  - Areawide Waste Treatment Management Plan
  - Areawide Water Quality Management Plan

### **Relationship to Other Comprehensive Plan Topics**

Canby's Environmental Concerns Element contains the City's policies for protection of air, water, and land resources quality, but other comprehensive plan elements also contribute. Implementation measures within the Environmental Concerns Element direct the City to coordinate public facilities and services to facilitate Policy 1-R-B. Implementation measures within the Urban Growth Element direct the City to consider environmental consequences for amendments to the UGB.<sup>24</sup> The Transportation Element directs the City to work with private developers and public agencies to maintain the environmental significance of the Willamette River.<sup>25</sup> The Public Facilities and Services Element directs the City to maintain, repair, or replace all existing wastewater and storm drainage system elements to meet future storm drainage needs.<sup>26</sup> Additionally, the Land Use Element considers physical constraints to development based around environmental concerns, and the Energy Conservation Element recognizes that energy efficiency can also reduce unnecessary air or water pollution

## **COMMUNITY ASSETS AND CURRENT DATA**

### **Air Quality**

Canby is adjacent to the Portland Attainment and Air Quality Maintenance area, which consistently meets clean air levels set by the U.S. Environmental Protection Agency (EPA). The Oregon Department of Environmental Quality (DEQ) maintains an air quality monitoring station at Carus (approximately 6 miles east of Canby) to measure particulates and ozone. The most significant threat in Canby identified in the current comprehensive plan is ozone layers, as well as particulate counts during field-burning and wildfire events. Recent ozone levels recorded by Oregon DEQ are shown below, showing a general increase from 2011 to 2020.

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<sup>24</sup> Urban Growth Element Policy 2, Canby Comprehensive Plan. 2019.

<sup>25</sup> Transportation Element Policy 11, Canby Comprehensive Plan. 2019.

<sup>26</sup> Public Facilities and Services Element Policy 2, Canby Comprehensive Plan. 2019.

**Table 6. Ozone, Carus (SPR) Monitoring Station<sup>27</sup>**

Year	Sample Days: Actual/ Expected	8-hour maximum (ppm)	4 <sup>th</sup> Highest 8- hour average (ppm)	# of Days below Standard	3-Year Average of 4 <sup>th</sup> High (ppb)
2011	153/153	68 (09/07)	63 (09/10)	0	66
2012	153/153	73 (08/17)	65 (05/13)	0	64
2013	153/153	65 (09/11)	59 (05/06)	0	62
2014	153/153	72 (08/11)	62 (09/14)	0	62
2015	147/153	73 (08/18)	69 (07/30)	0	63
2016	153/153	63 (08/19)	64 (07/28)	0	65
2017	147/153	116 (08/03)	83 (08/28)	8	72
2018	149/153	76 (08/22)	70 (08/07)	3	72
2019	152/153	71 (08/28)	65 (08/05)	1	72
2020	139/153	77 (08/15)	70 (07/30)	3	68

DEQ = Department of Environmental Quality; ppb = parts per billion; ppm = parts per million

## Water Quality

The City does not currently have stormwater quality treatment requirements and is not a regulated small Municipal Storm Sewer System subject to the EPA Phase II Stormwater Rule. However, Canby's Stormwater Master Plan (SWMP) provides guidance for stormwater management systems to preserve stormwater runoff and water quality. The existing stormwater system consists of gravity storm drainage pipes, open drainage ways or ditches, trench drains, and underground injection control devices. Canby's Public Works Design Manual prohibits runoff from private properties to the public right-of-way. The SWMP indicates that areas designated to discharge into the public system include the downtown commercial zone with zero setback requirements and areas where it is not feasible to percolate stormwater due to high seasonal groundwater levels.

Canby Utility provides and maintains water service in Canby. The 2021 Water Quality Report published by Canby Utility includes details on the current quality of the drinking water provided to residents, noting that tap water met or exceeded all EPA standards. All drinking water in Canby comes from the Molalla River, so the water quality of the Molalla River and watershed is imperative to the health of Canby residents. The Water Quality Report notes that two groundwater sources are no longer in use due to water quality concerns: the Springs Gallery and the John Beck site.<sup>28</sup>

<sup>27</sup> Oregon Air Quality Monitoring Annual Report. State of Oregon Department of Environmental Quality. December 2021.

<sup>28</sup> Canby Utility. Water System Master Plan. April 2010. Murray Smith and Associates, Inc.

A Source Water Assessment completed by the Oregon DEQ and the Oregon Health Division found that sensitive areas in Canby with potential to impact water quality if contamination occurs include areas with high soil permeability, high soil erosion potential, and high runoff potential, and areas within 1,000 feet from rivers or streams. Potential sources of contamination identified in the assessment include irrigated and non-irrigated crops, areas for grazing animals, parking lots and other road surfaces, car washes, gas stations, utility stations, rail lines, stormwater outfalls, manufacturing and industrial businesses, waste/recycling stations, mining and gravel pits, housing with improper disposal of household chemicals, golf courses, and other miscellaneous business uses.<sup>29</sup>

### **Land Resources Quality**

As indicated on the Canby Soils Map, two soil series account for most of land within the Canby UGB. Soils are primarily Class I and II, with some Class III and IV soils located in steeply sloping areas close to the surrounding rivers. According to the U.S. Land Use and Soil Classification, Class I and II soils have slight to moderate limitations that restrict use, while Class III and IV soils have severe to very severely limited uses. Soils suited for agriculture are preserved for future agricultural use through the Land Use Element and zoning map. The Wetland and Riparian Map identifies areas where hydric soils are located, primarily along the Willamette and Molalla Rivers. Additionally, the map identifies where significant wetlands are located within the UGB. Canby Municipal Code Chapter 16.39 establishes a wetland overlay zone (WO) and includes specific limitations on development in areas where significant wetlands are located.

Sources of noise in Canby include industry and transportation activity. The current comprehensive plan notes that the City complies with Oregon DEQ for enforcing noise standards. Chapter 16.49 of the Canby Municipal Code includes screening and buffering standards to physically separate incompatible land uses and contribute to mitigating noise pollution. The Transportation System Plan (2010) directs the City to pursue improvements that mitigate noise levels from the Union Pacific Railroad.<sup>30</sup>

## **OPPORTUNITIES AND CHALLENGES**

The Canby area is not immune to regional and global impacts on ozone layers. Increased economic and industrial activity, as well as increased transportation activity as the population continues to grow, may threaten local air quality. Additionally, seasonal burning and wildfires in the area continue to pose a threat to the air quality and particulate levels. Canby's comprehensive plan could include a policy that directs the City to develop an air, water, and land quality management plan.

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<sup>29</sup> Canby Utility Board. Source Water Assessment Summary. Oregon Department of Environmental Quality.

<sup>30</sup> Goal 1, Policy F. Canby Transportation System Plan. December 2010. DKS Associates.

Based on Canby Utility's annual reporting, the local water supply continues to be of high quality. However, the 2021 Water Quality Report recommends that, if the water supply needs to be expanded, groundwater is not a favorable alternative due to water quality concerns. The Public Facilities and Services Element should expand on the provision and maintenance of water and wastewater quality and direct the City to limit residential use to locations where sewage disposal is identified.

Canby uses zoning and subdivision regulations to separate land uses with conflicting requirements and impacts on air, water, and land resources. The land use map serves as the basis of zoning and planning for public facility decisions. However, due to the constrained area in Canby, some impacts to air, water, and land quality are unavoidable. Industrial and manufacturing lands abut residential land and may have conflicting impacts on the use of resources.

## RECOMMENDATIONS

The Capital Improvement Plan includes long-range plans in anticipation of needed improvements for water quality maintenance. The Stormwater Master Plan includes recommendations for specific projects within the Capital Improvement Plan to pursue for improving water quality.<sup>31</sup> Additionally, the Water System Master Plan includes recommended improvements for the existing water system. The City should review and update the Capital Improvement Program Summary per Canby Utility recommendations.<sup>32</sup>

## NATURAL HAZARDS

### EXISTING COMPREHENSIVE PLAN POLICIES

**Environmental Concerns Policy 1-H:** Canby shall restrict urbanization in areas of identified steep slopes.

**Environmental Concerns Policy 2-H:** Canby shall continue to participate in and shall actively support the federal flood insurance program.

**Environmental Concerns Policy 3-H:** Canby shall seek to inform property owners and builders of the potential risks associated with construction in areas of expansive soils, high water tables, and shallow topsoil.

### POLICY CONTEXT

#### City's Role

Canby's role in natural hazard planning is to adopt a comprehensive plan that includes inventories, policies, and implementation measures to reduce risk to people and property from natural hazards. Requirements for areas subject to natural disasters and hazards is set by Oregon

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<sup>31</sup> City of Canby. Stormwater Master Plan Update. December 2022. Curran-McLeod, Inc.

<sup>32</sup> Canby Utility. Water System Master Plan. April 2010. Murray Smith and Associates, Inc.

Statewide Planning Goal 7 (Goal 7). Although no administrative rules implement Goal 7, Goal 7 requires that local governments evaluate the risk based on a hazards inventory and an assessment of:

- Frequency, severity and location of the hazard;
- Effects from the hazard on existing and future development;
- Potential for development in the hazard area to increase the frequency and severity of the hazards; and
- Types and intensities of land uses allowed in the hazard area.

Natural hazard planning processes should allow for citizen review and comment and should be adopted or amended as necessary within the comprehensive plan.

### **Statutory Updates**

Goal 7 has been updated one time (2001) since the initial adoption of the City of Canby Comprehensive Plan (comprehensive plan) in 1981. Goal 7 has not been updated since the recent update of the comprehensive plan in 2019.

### **Relationship to Other Comprehensive Plan Topics**

The City's Environmental Concerns Element is critical to the City's plans to protect lives and property from natural hazards, but other comprehensive plan elements also contribute. The Urban Growth Element directs the City to avoid annexing properties prone to natural hazards. The Land Use Element directs the City to limit development in areas identified as having an unacceptable level of risk from natural hazards.<sup>33</sup>

## **COMMUNITY ASSETS AND CURRENT DATA**

### **Hazards**

The topography in Canby is generally level, with less than 3 percent slopes. Some steep slopes are present along the banks of the Molalla and Willamette Rivers, where topography is 12 to 15 percent. There are also flood-prone areas in Canby along the rivers. The City has an elevation map available showing 10-foot contour lines within the city limits.

The location of the UGB was established, in part, to avoid urbanization in areas prone to natural hazards—namely, flood-prone and steeply sloped properties along the Molalla and Willamette Rivers. The Willamette remains outside the UGB due to environmental constraints. The Barlow area has been discussed as a potential for future City expansion; however, future development is significantly impacted by the probability of flooding in the area.

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<sup>33</sup> Land Use Element, Policy 4. Canby Comprehensive Plan. 2019.

Chapter 16.39 of the Canby Municipal Code includes a wetland overlay zone (WO) applied to locally significant wetlands to resolve conflicts between development and the protection of riparian corridors. Chapter 16.40 of the Canby Municipal Code includes a hazard overlay zone (H) that identifies areas with steep slopes or potential for flooding to ensure developments do not result in unacceptable levels of risk due to hazardous conditions.

Resolution 1327 adopted the City of Canby addendum to the Clackamas County Multi-Jurisdictional Natural Hazard Mitigation Plan (NHMP) in 2019. The NHMP ranked the natural hazards based on historic data, level of vulnerability, maximum threat that the hazard could have, and probability of occurrence. Based on that analysis (see Table 7), the natural hazards with the highest combined level of probability and vulnerability to the Canby area are earthquakes (Cascadia and crustal) and floods. Winter storms, windstorms, drought, and wildfire pose a “middle-tier” threat to Canby, and extreme heat, volcanic events, and landslides were identified as the lowest level of threat.<sup>34</sup>

**Table 7. Hazard Analysis Matrix**

Hazard	History	Vulnerability	Maximum Threat	Probability	Total Threat Score	Hazard Rank	Hazard Tiers
Earthquake - Cascadia	4	45	100	49	198	1	Top Tier
Flood	16	40	80	56	192	2	
Earthquake - Crustal	6	50	100	21	177	3	
Winter Storm	10	30	70	56	166	4	Middle Tier
Windstorm	20	35	50	56	161	5	
Drought	10	20	50	28	108	6	
Wildfire	6	20	50	21	97	7	
Extreme Heat Event	2	20	40	28	90	8	Bottom Tier
Volcanic Event	2	15	50	7	74	9	
Landslide	14	15	20	21	70	10	

Source: Canby HMA, 2019

## Natural Resources

Environmental assets that provide critical ecosystem services for the community include Canby City Parks, Canby Utilities, Emerald Park, Molalla River State Park, and Willow Creek. Public and private facilities in the city that provide services and were identified in the NHMP as serving as critical assets in the public’s ability to recover from natural hazards include: schools

<sup>34</sup> City of Canby Addendum to the Clackamas County Natural Hazard Mitigation Plan. March 2019. University of Oregon, Institute for Policy Research and Engagement.

(Ackerman Elementary School, Baker Prairie School, Canby High School), Canby Adult Center, Canby Christian Church, Clackamas County Event Center, Four Square Church, medical clinics, Old Canby Library building, St. Patrick's Church, United Methodist Church, and student transportation.<sup>35</sup>

### **Capital Resources**

Capital facilities in Canby identified in the NHMP as critical to government response and recovery activities in the event of natural hazard/emergencies include:

- City Hall Complex
- Public Works Building
- Waste Water Treatment Facilities
- Canby Policy Department
- Fire Stations #362 and #365

Other services and facilities in Canby that are critical to response and recovery activities in planning for natural hazards include:

- Canby Utility power substations
- Canby Utility business offices
- Canby Area Transit (CAT)
- Telephone Central Station

## **OPPORTUNITIES AND CHALLENGES**

Natural hazard planning should include consideration of vulnerable populations, which tend to experience the most significant impacts, such as seniors, disabled individuals, women and children, and people living in poverty. According to the NHMP, high percentages of vulnerable populations were identified at adult foster homes, health facilities, low-income housing, and schools. Specific facilities with at risk populations include Canby Adult Center, Countryside Living, Hope Village, Providence Health Center, Rackleff House, Riverside RV Park, Village on the Lochs, Ackerman Elementary School, Baker Prairie School, and Canby High School. Planning for residential and employment opportunities for these populations should prioritize land availability and services located outside of hazard-prone areas.<sup>36</sup>

Goal 7 requires that the comprehensive plan include an inventory of the natural hazards that could impact the area, including the hazards analyzed in Table 7. Canby's addendum to the NHMP includes a list of action items for hazard mitigation planning that should be considered as

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<sup>35</sup> City of Canby Addendum to the Clackamas County Natural Hazard Mitigation Plan. March 2019. University of Oregon, Institute for Policy Research and Engagement.

<sup>36</sup> City of Canby Addendum to the Clackamas County Natural Hazard Mitigation Plan. March 2019. University of Oregon, Institute for Policy Research and Engagement.

implementation measures in the Natural Resources and Hazards Element. The NHMP also includes action items to mitigate effects for each hazard listed in Table 7 above. Considering the high threat of earthquake in the area, special attention should be given to including an updated building code to ensure that seismic retrofitting is prioritized as needed to protect the built environment in the event of an earthquake.

## RECOMMENDATIONS

According to the NHMP, high-priority action items for Canby Public Works and Planning Departments to include in natural resources and hazards planning are to:

- Evaluate and upgrade surface water management infrastructure and identify appropriate mitigation strategies.
- Ensure continued compliance in the National Flood Insurance Program through enforcement of local floodplain management ordinances.
- Reduce the vulnerability of property owners in landslide-prone areas.

## RECREATIONAL NEEDS

### EXISTING COMPREHENSIVE PLAN POLICIES

**Public Facilities and Services – City Goal 5:** To assure the adequate provision of parks and recreation services to meet the needs of the residents and property owners of Canby.

**Public Facilities and Services Policy 1:** Canby shall maintain, repair or replace all current parks system elements to continue providing an adequate level of park and recreational services.

**Public Facilities and Services Policy 2:** Canby shall maintain, repair, replace or expand its parks system to meet future park and recreation service needs.

**Public Facilities and Services Policy 3:** Canby shall adopt and periodically update a capital improvement program for major parks projects and utilize all feasible means of financing needed parks system improvements in an equitable manner.

### POLICY CONTEXT

#### City's Role

Canby's role in Oregon Statewide Planning Goal 8 (Goal 8) is to plan for the recreational needs of the City's residents and visitors. Goal 8 prioritizes non-motorized forms of recreation, recreation areas that serve high-density populations with limited transportation options and limited financial resources, and recreation areas that are available to the public for free or at a low cost.

#### Statutory Updates

Goal 8 is implemented through Oregon Administrative Rules (OAR) Chapter 660-034 and has been updated four times (1988, 1994, 2006, and 2008) since the initial adoption of the City of



Canby Comprehensive Plan (comprehensive plan) in 1984. Goal 8 has not been updated since the 2019 update of the comprehensive plan.

### **Relationship to Other Comprehensive Plan Topics**

Recreational needs are related to several other statewide planning goals and elements of the comprehensive plan—in particular, Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) and Goal 11 (Public Facilities and Services). In addition, Goal 15 (Willamette River Greenway) calls for local jurisdictions to establish compatibility standards for development anywhere within the State Greenway Boundary. The southern shoreline of the river just north of the city is included in the greenway boundary.

## **COMMUNITY ASSETS AND CURRENT DATA**

The City does not have a formal parks and recreation program or department and does not employ a professional parks and recreation administrator. A Comprehensive Parks and Recreation Master Plan (parks plan) was adopted in August 2022 that provides a framework for future recreational planning efforts and includes an evaluation of the City's System Development Charges for parks and recreation. The plan includes an inventory of existing facilities, an evaluation of the current level of service (LOS) and operations, and an action plan to achieve the City's recreational goals and objectives. The following sections summarize the key findings and recommendations of the plan.

### **Inventory**

Canby has 23 developed parks/facilities with 70 recreational components and a number of underdeveloped or undeveloped park spaces. The Canby Adult Center and the Swim Center are located in City-owned facilities on Canby School District property. Some of the key City-owned assets that provide recreational opportunities and services for the community include the Willamette Wayside Natural Area, Three Sisters Ranch, Community River Park, and Eco Park. In addition, there are 22 alternative provider parks and facilities, including another 74 recreational components. These include homeowner associations, schools, and state or county parks within or adjacent to Canby.

Undeveloped or underdeveloped properties make up over two-thirds of parkland owned by the City. These sites include the Dodds Farm, Fish Eddy Landing, Three Sisters Ranch, and Traverso properties. The plan notes that, although development or improvements to these properties would increase service to a great number of community members, the properties may be best suited as passive natural and open spaces.

Canby's parks and properties are well distributed across the city. In terms of walkable access, almost 3/4 of the city's land area has service that exceeds a target value of components appropriate to the city. Low-scoring areas (22 percent) have access to some recreation, but not the target level. Over 90 percent of community members have access to recreation opportunities within a 10-minute walk of their homes. Combining the LOS with census data, the analysis indicates that parks are generally well placed. While the percentage of underserved residents is

low, there are several opportunities to increase the LOS by addressing low-scoring properties. Analysis shows that nearly 100 percent of residents have access to target service levels within 1 mile.

### Current Level of Service

To maintain the same LOS given an anticipated population growth of 6 percent, the city will need to add an additional 25 acres of developed parkland (which would still be below what a typical, similar-sized agency may provide). The current standard of parkland per 1,000 residents is 10 acres of developed parkland, and there is no recommendation to change this standard (see Table 8.)

**Table 8. Park Classification Acres<sup>37</sup>**

Park Classification	Acres	Acres per 1,000
Community Parks	46	2.42
Neighborhood Parks	26	1.37
Mini-Parks (pocket) / special use	10.6	0.56
Natural Area	90.8	4.79
Undeveloped Parkland	139	7.48
<b>Total Developed and Undeveloped Parkland</b>	<b>312.4</b>	<b>16.61</b>
Developed Trails Classification	Miles/Acres	Miles of Trails per 1,000
Linear parks (trails in miles)	5.19	0.27
Linear parks (trail acreage)	16	0.84

## OPPORTUNITIES AND CHALLENGES

The parks plan identifies the following opportunities and challenges (organized by needs, desires, level of service, organizational effectiveness, and financial considerations).

### Needs

- Encourage and support the Canby Area Parks and Recreation District—an independent Oregon Special District that is not part of the city—to establish a formal tax rate, which may require altering the district’s boundaries, requiring a vote of district community members.
- Establish a formal parks and recreation department by developing a recreation program and hiring a professional parks and recreation administrator.

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<sup>37</sup> City of Canby Addendum to the Clackamas County Natural Hazard Mitigation Plan. March 2019. University of Oregon, Institute for Policy Research and Engagement.

- Enhance communication to support a new department if one is formed.
- Complete a Department of Justice-required Americans with Disabilities Act transition plan.
- Establish a greater focus on diversity, equity, and inclusion.

### **Desires**

- Complete a master plan for Wait Park, with subsequent renovation.
- Complete a master plan for Community Park, with subsequent renovation.
- Enhance and expand to provide an improved and connected trail system.
- Provide enhanced recreation access to the Willamette River.
- Provide enhancements to services offered such as a dog park, update to the swimming center, an inclusive play area, and park maintenance.

### **Organizational Effectiveness**

- The city's residential growth demonstrates a clear need for an independent parks and recreation department with an efficient organizational structure.
- There is significant room for improvement in marketing and communication about parks and recreation facilities and services.
- Although highly functioning, the Parks and Recreation Advisory Board may benefit from additional support.
- Staff positions to support parks and recreation are deficient (up to five full-time equivalents).

### **Level of Service for Parks, Trails, and Facilities**

- The city does not have sufficient rectangle or diamond athletic facilities to host tournaments and activities/leagues.
- Among all city recreational opportunities, needs for athletic fields and courts are least met.
- The city relies on schools to supplement LOS for sports fields.
- As population grows, the park system will need major investments to add components and amenities such as basketball courts, community gardens, diamond and rectangle fields, tennis courts, dog parks, and another skate park.
- Some children aged 14 and under lack walkable access to a park with a playground (17 percent).
- Trails and walking opportunities are in high demand.
- Connected trails and open spaces are the most important parks, according to residents.
- The Traverso property master plan should be adopted.
- The disc golf course has potential to be a regional attraction.
- The city needs a dog park to support dog owners.
- Locust Street Park is heavily used by the multifamily housing surrounding the park; additional park facilities in the general area may benefit community members.

### **Financial Considerations**

- Registered voters in Canby may support the existing maintenance fee and the swim center fee on a permanent basis.
- The current land dedication area and system development fee methodologies need to be corrected to reflect the current LOS and the cost of park development.
- A better alignment of capital growth and maintenance resources is needed.

## RECOMMENDATIONS

Table 9 lists the four goals identified in the parks plan to meet the community's needs and desires, and the supporting objectives (recommendations) to achieve those goals.

**Table 9. Goals and Objectives<sup>38</sup>**

<b>Goal #1: Create a financially resilient organizational structure to deliver parks and recreation programs and services that position the city for growth</b>	
<b>Objective 1.1</b>	<ul style="list-style-type: none"> <li>• Create a parks and recreation department with an efficient organizational structure</li> </ul>
<b>Objective 1.2</b>	<ul style="list-style-type: none"> <li>• Explore opportunities for long-term sustainable funding for parks and recreation</li> </ul>
<b>Objective 1.3</b>	<ul style="list-style-type: none"> <li>• Consider staff positions to support parks and recreation as population grows (up to five FTE)</li> </ul>
<b>Objective 1.4</b>	<ul style="list-style-type: none"> <li>• Advise and support the CAPRD to assist with funding parks and recreation services</li> </ul>
<b>Objective 1.5</b>	<ul style="list-style-type: none"> <li>• Adopt an update to the city's Parks and Recreation Land Dedication and System Development Fee Methodology</li> </ul>
<b>Objective 1.6</b>	<ul style="list-style-type: none"> <li>• Improve and enhance marketing and communication for parks and recreation facilities and services</li> </ul>
<b>Goal #2: Enhance and expand healthy recreation opportunities provided by the city and community partners</b>	
<b>Objective 2.1</b>	<ul style="list-style-type: none"> <li>• Explore and offer recreation programs that meet the desires and needs of the Canby community</li> </ul>
<b>Objective 2.2</b>	<ul style="list-style-type: none"> <li>• Enhance recreation center and aquatic opportunities for the Canby community</li> </ul>
<b>Goal #3: Expand and enhance community member park experiences</b>	
<b>Objective 3.1</b>	<ul style="list-style-type: none"> <li>• Continue to enhance park user experiences</li> </ul>
<b>Objective 3.2</b>	<ul style="list-style-type: none"> <li>• Provide high-quality athletic facilities to meet the needs of the growing community</li> </ul>
<b>Objective 3.3</b>	<ul style="list-style-type: none"> <li>• Expand and enhance low-scoring components and amenities in parks</li> </ul>
<b>Objective 3.4</b>	<ul style="list-style-type: none"> <li>• Expand and enhance connected trails and open spaces</li> </ul>
<b>Objective 3.5</b>	<ul style="list-style-type: none"> <li>• Site and open a permanent off-leash dog park</li> </ul>
<b>Objective 3.6</b>	<ul style="list-style-type: none"> <li>• Enhance and improve user experience at community parks and natural areas</li> </ul>
<b>Goal #4: Provide and enhance access to parks and facilities for all Canby community members</b>	
<b>Objective 4.1</b>	<ul style="list-style-type: none"> <li>• Help ensure current and future programs, facilities, communication, etc. comply with the ADA and are fully inclusive, regardless of ability</li> </ul>
<b>Objective 4.2</b>	<ul style="list-style-type: none"> <li>• Provide a heightened focus on diversity, equity, inclusion, and a sense of belonging</li> </ul>

<sup>38</sup> City of Canby Addendum to the Clackamas County Natural Hazard Mitigation Plan. March 2019. University of Oregon, Institute for Policy Research and Engagement.

## ECONOMIC DEVELOPMENT

### EXISTING COMPREHENSIVE PLAN POLICIES

**Economic Element - Policy No. 1:** Canby shall promote increased industrial development at appropriate locations.

**Economic Element - Policy No. 2:** Canby shall encourage further commercial development and redevelopment at appropriate locations.

**Economic Element - Policy No. 3:** Canby shall encourage economic programs and projects which will lead to an increase in local employment opportunities.

**Economic Element - Policy No. 4:** Canby shall consider agricultural operations which contribute to the local economy as part of the economic base of the community and shall seek to maintain these as viable economic operations.

### POLICY CONTEXT

#### City's Role

Per Oregon Statewide Planning Goal 9 (Goal 9) (Oregon Administrative Rules [OAR] 660-009), the City of Canby is responsible for having “enough land available to realize economic growth and development opportunities.” The draft 2023 Economic Opportunities Analysis (EOA) fulfills the specific requirements for economic analysis under Goal 9 and will be incorporated, as appropriate, into the Canby Comprehensive Plan.

#### Statutory Updates

Goal 9 is implemented through OAR Chapter 660-009 and has been amended once (in 1988) since the initial 1981 adoption of the comprehensive plan. Goal 9 has not been amended since the last comprehensive plan update (2019).

#### Relationship to Other Comprehensive Plan Topics

Economic development is influenced by several other elements of the comprehensive plan, particularly the Land Use Element, which directs coordination of land use designations with the buildable land inventory (BLI). The Public Facilities and Services Element ensures the City will provide adequate services for areas planned for economic development. Additionally, the Transportation Element directs the City to provide necessary improvements to city streets<sup>39</sup> and to work with developers to ensure that new streets meet growth needs.<sup>40</sup>

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<sup>39</sup> Transportation Element Policy 1, Canby Comprehensive Plan. 2019.

<sup>40</sup> Transportation Element Policy 2, Canby Comprehensive Plan. 2019.

## COMMUNITY ASSETS AND CURRENT DATA

The current EOA was approved by the Canby City Council on April 19, 2023 and is anticipated to be adopted with the Canby Comprehensive Plan on September 6, 2023. The EOA will serve as the basis for local policies and actions that help make the city a more economically viable community. The EOA documents existing conditions and identifies opportunities, constraints, and considerations regarding the City's economic outlook. The EOA includes a BLI, population and employment trends, and draft policies and objectives aimed at strengthening the local economy. The following sections summarize the EOA findings for existing conditions and predicted trends.

### Existing Conditions and Trends

The existing conditions and trends for several important categories of the city's economic environment are summarized below:

- **Unemployment:** In 2021, labor participation rates (the share of civilian population that is employed or unemployed) were slightly higher in Clackamas County (63.9 percent) compared with the state (62.6 percent).
- **Occupations:** Canby workers are far more likely to be employed in manufacturing occupations as compared with the county and state. In 2019, nearly 22 percent of Canby's jobs were in manufacturing, compared with 11 percent in the county and 10 percent in Oregon. Construction (15 percent), retail trade (11 percent), educational services (8 percent), accommodation and food service (8 percent), and health care (8 percent) also represent significant shares of jobs in Canby.
- **Income:** Income levels for Canby's residents tend to be below those of Clackamas County but well above statewide figures. Between 2010 and 2020, median household and family incomes for Canby residents increased measurably but were outpaced slightly by growth rates observed statewide and in Clackamas County. In 2020, the median household income within Canby was much higher for owner-occupied households (\$91,523) than for renter households (\$49,677).
- **Employment:** Employment in Canby has increased significantly in recent years. The total number of jobs covered by unemployment insurance increased to 7,028 jobs up from 6,718 in 2018. Half of Canby's employment is in the strong and growing industrial sector, which added 1,348 jobs between 2014 and 2020. The services sector accounted for 38 percent of employment in the city, followed by the retail trade sector, which accounted for 11 percent of all jobs in 2020.
- **Employers:** Canby's top private employers include a wide range of business types. In 2020, there were 11 private employers in Canby that each employed between 100 and 350 workers. These local businesses generated an estimated \$274 to \$316 million in annual gross domestic product. Canby has been successful at adding employers of all sizes. Between 2009 and 2020, the number of employer establishments in Canby increased from 481 to 616 (over 12

per year on average). Significant growth has occurred in small, medium, and very large business categories.

- **Target Business Clusters:** The preliminary list of target industries for Canby includes several existing and emerging clusters, including:
  - Advanced Manufacturing: metals and machinery
  - High tech Manufacturing and Testing: electrical components, battery storage, etc.
  - Construction trades
  - Wholesale trade
  - Health services

In addition to these target industries, Canby is likely to attract additional demand for commercial retail, professional and business services, entertainment/recreation, business-to-business supply chains, and warehousing and distribution entities.

- **Regional Employment Growth Forecast:** The sectors projected to add the most net new jobs include transportation and warehousing; professional, scientific, and technology services; health care and social assistance; construction; and educational services.

### **Employment Growth, Land Inventory, and Needs**

The EOA evaluated three alternative employment growth forecasts for Canby's UGB: low growth, medium growth, and high growth. The forecasted number of jobs that would require vacant land are estimated at 2,852 (low growth); 5,963 (medium growth); and 6,640 (high growth). The resulting employment land needs for the Canby UGB range from 265 acres (low growth); 626 acres (medium growth); and 672 acres (high growth) of gross buildable land (unconstrained land area). Based on the employment job growth and related land need forecast, the overall employment density within Canby is anticipated to increase over time. Excluding public/education, the future level of employment density for net new job growth over the next 20 years is estimated to range from 14.4 to 15 jobs per net-buildable acre in the medium to high growth scenarios.

### **Buildable Land Inventory and Site Suitability Analysis**

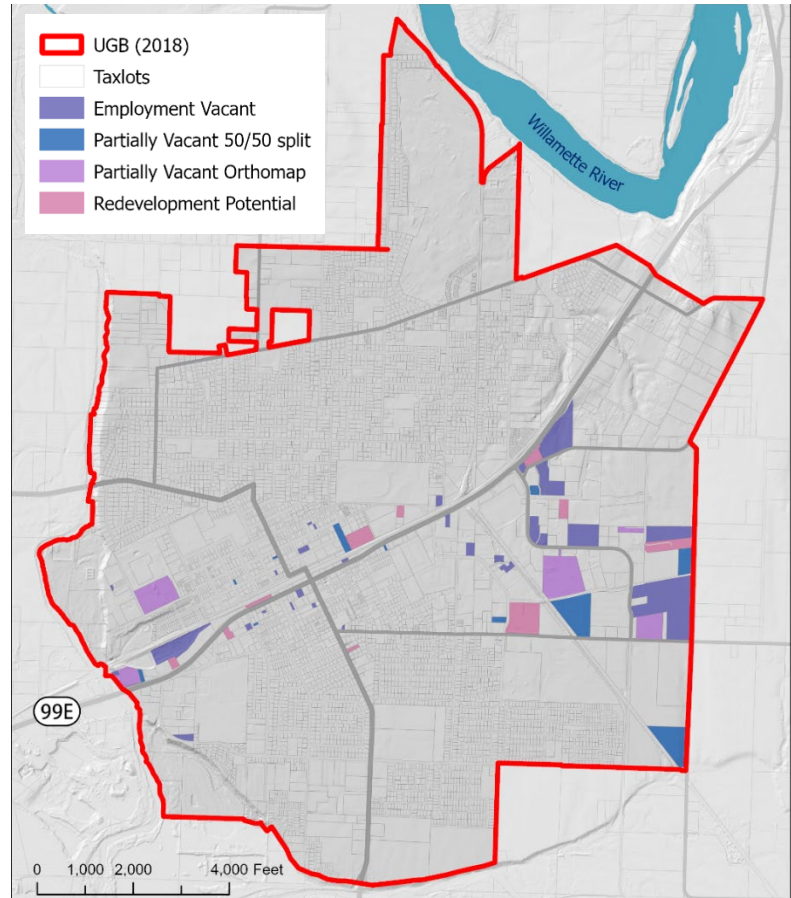
The BLI identifies all land within the Canby UGB that have not been developed and/or have not been issued a building permit (Figure 2). The BLI findings reflect current zoning categories that allow employment uses. Per the BLI, most of the remaining commercial land supply is concentrated in tax lots that have less than 5 acres of unconstrained land area. Approximately 83 percent of the commercial land area is classified as vacant and the remainder is classified as redevelopable.



Most of the remaining industrial land inventory is concentrated in the Pioneer Business Park. Currently, there are three remaining vacant industrial tax lots with over 10 acres each of unconstrained land area and eight tax lots with between 5 and 10 acres of land area. There are an additional 11 tax lots with 1 to 5 acres of land area and 26 tax lots with under 1 acre of land area. Approximately half of the remaining industrial land inventory is classified as vacant and unconstrained, 25 percent is classified as part-vacant, and 25 percent is classified as redevelopable.

The site suitability analysis conducted for the EOA compares the remaining buildable land to the projected employment land needs based on market factors. Table 4 identifies the amount of commercial and industrial land needed to accommodate employment needs and the shortfall based on available buildable lands.

**Figure 2. Buildable Lands Inventory**



## OPPORTUNITIES AND CHALLENGES

### Priority Planning Issues

The EOA includes an “opportunities and constraints” analysis to identify important factors to consider when evaluating Canby’s ability to retain or attract economic development. A summary of the findings is provided below.

1. **Business Openings/Closures:** Canby has witnessed several notable business openings and expansions over the past four years. The most significant openings and expansions range from the opening of a manufacturing facility by Caldera International (medical products) to numerous food and beverage establishments.
2. **Industrial Leads:** Over the years, the City has recorded numerous business leads that have or are currently expressing interest in industrial property in Canby.

3. **Retail Trade:** Canby retail and food service establishments attract a significant amount of retail inflow (local sales are far greater than local buying power). There is also a retail outflow which means most Canby's residents currently travel outside the area to make purchases in the following store group categories: building materials, garden equipment, and supply stores; electronics and appliance stores; and motor vehicle sales, auto parts, and supply stores.
- **Visitation:** County residents and visitors enjoy access to abundant recreational opportunities afforded by the Clackamas River, Mount Hood National Forest, wineries, breweries, skiing, agritourism, and other activities.

## RECOMMENDATIONS

**Commercial and Office Land Need Requirements:** Canby's short-term buildable land supply should be adequate in meeting market demand over the next 12 months. However, over the long term, the city may need approximately 5 to 18 acres of additional land area for commercial and office development.

**Industrial and Other Land Need Requirements:** Though the City appears to have an adequate short-term industrial/other land supply to meet demand, the long-term needs require the City to consider designating some land within the current UGB for employment and/or evaluating additional reserves for UGB expansion. It is recommended that the EOA policies consider whether special site requirements are needed over the long term that would require additional land area to be annexed in locations to accommodate large industrial uses that cannot be located on existing or planned industrial areas.

**Mission and Objectives:** It is recommended that a new economic development mission be adopted along with current aspirations to build a stronger local economy for all residents, employers, and employees. The draft statements identified in the EOA will be subject to community review and refinement during the EOA adoption process. The City will review and revise (if needed) the draft community development mission statement and objectives as part of the comprehensive plan process.

## HOUSING

### EXISTING COMPREHENSIVE PLAN POLICIES

**Housing Element - Policy 1:** Canby shall adopt and implement an Urban Growth Boundary which will adequately provide space for new housing starts to support an increase in population to a total of 20,000 persons.

**Housing Element - Policy 2:** Canby shall encourage a gradual increase in housing density as a response to the increase in housing costs and the need for more rental housing.

**Housing Element - Policy 3:** Canby shall coordinate the location of higher density housing with the ability of the city to provide utilities, public facilities, and a functional transportation network.

**Housing Element - Policy 4:** Canby shall encourage the development of housing for low-income persons and the integration of that housing into a variety of residential areas within the city.

**Housing Element - Policy 5:** Canby shall provide opportunities for mobile home development in all residential zones, subject to appropriate design standards.

## POLICY CONTEXT

### City's Role

Oregon Statewide Planning Goal 10 (Goal 10) outlines the requirements of the City to meet compliance for the Housing Element and contribute to providing for the housing needs of the state. Goal 10 is administered by Oregon Administrative Rule 660-015-0000(10). Goal 10 requires that the City conduct an inventory of the buildable lands. The City should also produce a Housing Needs Analysis (HNA) as a key component of the planning efforts.

Past actions by the City to meet its housing needs include:

- Limited provisions in the Zoning Code (Chapter 16.82) that allowed deviations of development standards for “Special Housing Projects for the Elderly or Handicapped.”
- Removed parking requirements for mixed-use developments in the downtown core of the C-1 zone designation.
- Amended the high-density residential zone to require a minimum density of 14 dwelling units per acre to prevent lower density development.

### Statutory Updates

Goal 10 has been updated once since the initial 1981 adoption of the Canby Comprehensive Plan (1988). Goal 10 has not been updated since the recent comprehensive plan update in 2019. The HNA notes updates compliant under House Bill 2001.

### Relationship to Other Comprehensive Plan Topics

The Housing Element is closely related to the population and demographics, as the comprehensive plan should plan for the needs of the forecasted population growth. The draft HNA and Housing Production Strategy (HPS) both involved significant public outreach efforts per statewide citizen involvement requirements.

Other elements of the comprehensive plan also contribute to Goal 10. The Urban Growth Element directs the City to adopt an urban growth boundary (UGB) and provide for the

opportunity for amendments to the UGB as need to meet housing needs.<sup>41</sup> The Land Use Element directs the City to designate land uses and zoning for planning and public facility decisions, including planning for residential land.<sup>42</sup> The Public Facilities and Services Element directs the City to assure the provision of a full range of services to meet the needs of residents at residential properties.<sup>43</sup>

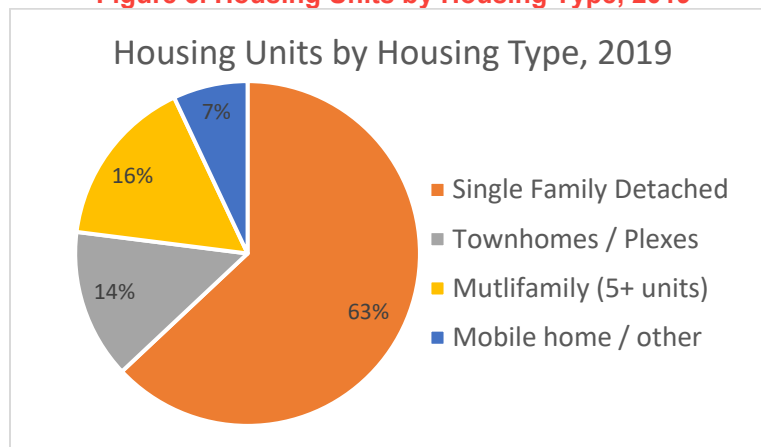
## COMMUNITY ASSETS AND CURRENT DATA

### Housing Inventory

In 2019, Canby had 6,608 total housing units. The city offers a variety of housing types for a range of income levels, although the availability of middle housing options and affordable rental units is limited.

Most existing housing units in Canby are single-family detached homes (63 percent). Figure 3 shows the existing housing inventory as of 2019. This also reflects current trends in new housing construction, as about two-thirds of new housing construction between 2010 and 2022 were for new detached homes, while only about one-third of new construction were for middle housing options, including townhomes, duplexes, multifamily apartments, and manufactured homes.<sup>44</sup>

**Figure 3. Housing Units by Housing Type, 2019**



### Tenancy

Of the existing 6,608 housing units in 2019, 6,383 units (97 percent) were occupied and only 225 units (3 percent) were vacant. Most of the occupied housing units are owner occupied (68 percent), while rent-occupied units account for 32 percent of the occupied housing units. Owner-

<sup>41</sup> Urban Growth Element Policy 2, Canby Comprehensive Plan. 2019.

<sup>42</sup> Land Use Element Policy 5, Canby Comprehensive Plan. 2019.

<sup>43</sup> Public Facilities and Services Element, Canby Comprehensive Plan. 2019.

<sup>44</sup> City of Canby. Canby Housing Needs Analysis. January 2023.

occupied units tend to be single-family detached and manufactured homes. Meanwhile, renter-occupied units tend to favor townhomes, multiplex homes, and multifamily units.<sup>45</sup>

### **Housing Attainability and Affordability**

Housing attainability for households earning at or below the local median family income (MFI) levels were evaluated using U.S. Department of Housing and Urban Development (HUD) guidelines, assuming that the MFI for Clackamas County is \$80,484. In Canby, a household earning 80 percent to 120 percent of the MFI should be able to afford between \$1,610 to \$2,415 in monthly rent and between \$279,000 to \$419,000 for a mortgage.

Home values in Canby have increased significantly in recent years and continue to rise. As of December 2022, the median home sales price in Canby is \$582,000, which is comparable to other cities in the region, but is well above mortgage attainability for the 80 percent to 120 percent MFI income levels.

HUD considers households to be cost burdened if they pay more than 30 percent of their income on housing, and severely cost burdened if they pay more than 50 percent of their income on housing. According to the HNA, about 35 percent of renters are cost burdened and about 17 percent of renters are severely cost burdened. Over half (52 percent) of renter households in Canby are cost burdened.

The high percentage of cost-burdened renters is due in large part to the lack of supply for attainable rental housing units in the city. The HNA estimates that there are at least 180 units of subsidized housing units needed in Canby to meet affordable rental unit demand. The current estimate indicates a deficit of 317 rental apartment units at market rate, which should easily be met by near-term market activity.

The latest estimate of homelessness in Clackamas County (completed January 26, 2022) estimates that 597 individuals were experiencing homelessness. Localized data are not available, but the 2019 point-in-time counts suggest there were 25 homeless individuals in Canby, which accounted for approximately 2 percent of the homeless residents in Clackamas County at the time.

### **Residential Land Use and Buildable Land**

There are 2,187 acres zoned for residential use in the city. Properties within residential land in the city include the following comprehensive plan land use zone designations:

- Rural Residential: 308 acres
- Low Density (LDR): 1,453 acres
- Medium Density (MDR): 149 acres
- High Density (HDR): 230 acres

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<sup>45</sup> City of Canby. Canby Housing Needs Analysis. January 2023.

- Residential Commercial (RC): 11 acres
- Downtown Commercial (DC): 38 acres

A buildable lands inventory finds that of the total acreage for residential use consists of 1,493 gross developed acres and 107 gross vacant acres. Taking into consideration environmental constraints for development, the Canby UGB has 106 acres of vacant buildable residential land. In addition, there are 288 part-vacant acres that could be subdivided for development and 7 acres with redevelopment potential. Table 10 includes an analysis of the net buildable vacant and part-vacant residential land, totaling 302 acres within the UGB.

**Table 10. Net Buildable Residential Land, Canby Urban Growth Boundary<sup>46</sup>**

<b>Zone Designation</b>	<b>Unconstrained Vacant Land (gross acres)</b>	<b>Part-Vacant Land (gross acres)</b>	<b>Redevelopment Land (gross acres)</b>	<b>Total Vacant, Part-Vacant and Redevelopment Land (gross acres)</b>	<b>Future Public Facilities Allowance</b>	<b>Total Net Buildable Vacant Land Inventory</b>
<b>Rural Residential</b>	15	209	0	224	(56)	168
<b>Low Density Residential</b>	66	63	3	129	(32)	97
<b>Medium Density Residential</b>	12	6	0	18	(5)	13
<b>High-Density Residential</b>	12	6	4	22	(6)	16
<b>Residential Commercial</b>	0	4	0	4	(1)	3
<b>Downtown Commercial</b>	1	0	0	1	0	1
<b>Total</b>	<b>106</b>	<b>288</b>	<b>7</b>	<b>401</b>	<b>98</b>	<b>302</b>

### Capital Resources/Public Ownership

Not applicable; there are no available publicly owned housing options.

## OPPORTUNITIES AND CHALLENGES

Several priority planning issues and recommendations for meeting the local housing needs are outlined in the draft HNA and HPS, as summarized below.

The population in Canby is projected to increase faster than the statewide average, with a 1.3 percent average annual rate of growth. The HNA projects a need for 2,236 new housing units (1,502 owner-occupied and 722 renter-occupied) to provide for the forecasted population growth.

<sup>46</sup> Canby Buildable Land Inventory; 3J Consulting.

The availability of vacant housing units is at 3 percent, which is lower than the countywide average (6 percent) and statewide average (8 percent). Vacancy rates are projected to decrease in Canby as the housing demand continues to outpace the production of new housing.

There is a shortage of rental housing units, particularly at the low-end price points, as evidenced by the high percentage of cost-burdened renter households.

The buildable land inventory and HNA found that there is a significant shortage of 45 gross acres of low density–designated land, a shortage of 34 acres of medium density–designated land, and a shortage of 18 acres of high density–designated land. These findings indicate that Canby will need to consider strategies to accommodate planned 20-year housing needs outlined in the HNA.

## RECOMMENDATIONS

Per Goal 10, Canby should adopt the draft HNA (including the BLI) as a component of the comprehensive plan. Goal 10 stipulates that if the HNA finds that the city has a deficit of housing supply for the next 20 years, the City must expand its UGB, increase the allowable amount of housing developments, or both. The draft HNA finds that the current Canby UGB is not sufficient to meet future housing needs and recommends that the City consider ways to limit the need for a UGB expansion. Specific actions that should be considered are included in the HPS. Key recommendations to consider for the comprehensive plan include:<sup>47</sup>

- Develop criteria and processes for identifying land to up-zone;
- Allow cottage clusters in R-zones;
- Amend commercial zoning to allow mixed-use housing development;
- Identify opportunities to streamline planned unit developments;
- Provide incentives to encourage diverse housing development in Planned Unit Developments;
- Modify system development charge (SDC) fee schedules with scaled charges based on home size; and
- Provide land use permitting education for property owners and developers.

Goal 10 also clarifies that cities with a population larger than 2,500 must include a broader range of housing types beyond single-family detached homes. Considering the significant portion of single-family detached homes in the existing housing inventory, the City should continue to plan for a wider range of housing types. Middle housing types should be attainable for households earning 80 percent or less of the MFI.

The current Housing Element Policy 1 outlines the need to create housing options to support a projected total population of 20,000. This policy should be updated to reflect current and future population (24,586 by 2043).

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<sup>47</sup> Housing Production Strategy (2023).



## **PUBLIC FACILITIES AND SERVICES**

### **EXISTING COMPREHENSIVE PLAN POLICIES**

**Water Services Policy 1:** Canby shall maintain, repair or replace all current water system elements to continue providing an adequate level of water services.

**Water Services Policy 2:** Canby shall maintain, repair, replace and/or expand its water system to meet future adequate water service needs.

**Water Services Policy 3:** Canby shall adopt and periodically update a Capital Improvement Program for major water projects and utilize all feasible means to finance needed water system improvements in an equitable manner.

**Wastewater Services Policy 1:** Canby shall maintain, repair or replace all current wastewater system elements to continue providing the current level of wastewater services.

**Wastewater Services Policy 2:** Canby shall maintain, repair, replace or expand its wastewater system to meet future wastewater service needs.

**Wastewater Services Policy 3:** Canby shall adopt and periodically update a Capital Improvement Program for major wastewater projects and utilize all feasible means to finance needed wastewater system improvements in an equitable manner.

**Storm Drainage Policy 1:** Canby shall maintain, repair or replace all current storm drainage system elements to continue providing the current level of storm drainage services.

**Storm Drainage Policy 2:** Canby shall maintain, repair, replace or expand its storm drainage system to meet future wastewater service needs.

**Storm Drainage Policy 3:** Canby shall adopt and periodically update a Capital Improvement Program for major storm drainage projects and utilize all feasible means to finance needed storm drainage system improvements in an equitable manner.

**Public Facilities and Services Policy 1:** Canby shall work closely and cooperate with all entities and agencies providing public facilities and services and ensure that public facilities and services are provided concurrently with future development.

**Public Facilities and Services Policy 2:** As part of its annual budgeting process, Canby will review the public facilities plan to ensure the adequate provision of public services and facilities.

**Public Facilities and Services Policy 3:** Canby shall utilize all feasible means of financing needed public improvements and shall do so in an equitable manner.

**Public Facilities and Services Policy 4:** Canby shall coordinate with the Canby School District to help ensure that adequate sites are provided for public school and associated recreation facilities.



## POLICY CONTEXT

### City's Role

Per Oregon Statewide Planning Goal 11 (Goal 11), Oregon Administrative Rule 660-015-0000(11), and Oregon Revised Statute 197.712(2)(e), cities are responsible for creating a public facility plan to meet current and long-range needs within the UGB. The plan should be used supplementally to support the public facilities policies identified in the comprehensive plan. The public facility plan should plan for public services to urbanizable areas that don't yet have facilities and should consider the location of any urban reserves adjacent to the UGB. Per Goal 11, cities should provide facilities including at least: police protection; sanitary facilities; storm drainage facilities; planning, zoning, and subdivision control; health services; recreation facilities and services; energy and communication services; and community governmental services. Elements required in the public facility plan include an inventory of all significant public facility systems, a list of public facility projects to support the comprehensive plan, cost estimates of each public facility project, a map or description of each project's general location, a statement identifying the provider of each system, an estimated timeline for implementation, and a discussion of available funding mechanisms.

### Statutory Updates

Goal 11 has been amended three times since the initial 1981 adoption of the comprehensive plan (in 1994, 1998, and 2005). Goal 11 has not been amended since the last comprehensive plan update in 2019.

### Relationship to Other Comprehensive Plan Topics

The Public Facilities and Services Element is key for the City's plans to provide and maintain adequate facilities for the urban area, but other comprehensive plan elements also contribute. The Land Use Element directs zoning, development and growth within the city,<sup>48</sup> key considerations for adequate provision of public facilities. The Land Use Element also directs the City to discourage developments that overburden public facilities or services.<sup>49</sup> The Urban Growth Element of the Comprehensive Plan directs the City to ensure capacity to provide public facilities to support growth and anticipated land uses within the urbanized area (within the UGB) and that the City consider the timing of providing public facilities in urbanizing areas.<sup>50</sup> Additionally, policies within the Public Facilities Element direct the City to provide recreation facilities and services for the 20-year population projection.

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<sup>48</sup> Land Use Element Policy 5. Canby Comprehensive Plan. 2019.

<sup>49</sup> Land Use Element Policy 3. Canby Comprehensive Plan. 2019.

<sup>50</sup> Urban Growth Element Policy 3. Canby Comprehensive Plan. 2019.

## COMMUNITY ASSETS AND CURRENT DATA

### Water

Canby Utility, a public utility, provides water service to all areas within Canby city limits and the UGB. The Molalla River is the community's primary water source. Groundwater is sourced from the Springs Gallery. The water system serves approximately 15,230 people through 4,755 residential, commercial, and industrial service connections. As of the 2010 Water System Master Plan, Canby Utility provides surface and groundwater sources, treatment facilities, 66 miles of pipe, four storage reservoirs, and three pump stations. The Canby Utility Water System Master Plan forecasts a maximum daily demand of close to 10 million gallons per day (mgd) by 2030 with an ultimate buildout demand of approximately 17 mgd, a figure based on a projected population of 46,420 in the water service area (limited to the current UGB). Canby Utility has water rights for 12.9 mgd from the Molalla River, but low-flow conditions in the summer can result in decreased water availability. The Water System Master Plan finds that additional source and treatment capacity will be needed by 2030 to support the urban area.<sup>51</sup>

### Sewer and Stormwater

The sanitary sewer and stormwater systems are owned by the City of Canby, and one bill is provided to customers for both services.

Based on the 2017 Wastewater Facilities Plan, the average wastewater flow per capita (including residential, commercial, and industrial sources) in Canby was 60 gallons per day. Based on the population projections, the sanitary sewer treatment facility has the capacity to serve the population buildout of the UGB, which at the time was estimated to be 26,100 people.<sup>52</sup>

The Stormwater Master Plan (updated December 2022) includes details on the existing stormwater systems and provides master planning for the provision of stormwater collection and disposal and funding to implement the stormwater plan. There are currently 435 drywells and approximately 125,000 feet of storm pipeline within the Canby stormwater system. There are eight drainage basins within city limits, six of which are under the City's jurisdiction with discharge to the Molalla River and the Willamette River; the remaining two basins are under the jurisdiction of the Oregon Department of Transportation.<sup>53</sup>

### Electric System

Canby Utility owns and operates the electric distribution facilities serving customers within the Canby area. Historically, the electric system in Canby is a winter-peaking system caused by cold weather events; however, summer peaks have been growing consistently over the last 10 years as extreme heat events occur more frequently. A 5-year study of the electric system completed 2019

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<sup>51</sup> Canby Utility. Water System Master Plan. April 2010. Murray Smith and Associates, Inc.

<sup>52</sup> City of Canby. Sanitary Sewer and Stormwater SDC Periodic Update. January 2023. Curran-McLeod, Inc.

<sup>53</sup> City of Canby. Stormwater Master Plan Update. December 2022. Curran-McLeod, Inc.

found that the system has capacity to serve historic and projected peak demand over 5 years. The 5-year plan includes specific recommendations for system improvements and plans for maintenance of existing infrastructure to support the needs of a growing population.<sup>54</sup>

### **Emergency Services**

The City contracts with Fire District #62 for emergency services within city limits. The district currently covers a population of about 32,000. Canby Fire provides fire prevention, suppression and rescue; advanced life support ambulance services; and water rescue teams. In addition, fire fighting and ambulance assistance is provided by local volunteers. The current comprehensive plan notes that the City should consider a new fire substation at the north side of the city to account for access and emergency response issues created by trains; this satellite fire station was built in 2022.

The Canby Police Department was recognized by the State of Oregon in 2004 as a fully accredited police agency to provide service to the city.<sup>55</sup>

### **Supportive Public Facilities Services**

Other public facilities available within the UGB that are privately owned and operated include natural gas (Northwest Natural Gas), telephone (DirectLink, formerly Canby Telephone Association), and broadband (DirectLink and Wave Broadband). The City has a franchise agreement with DirectLink to continue to provide telecommunication. Additionally, DirectLink provides Wi-Fi connections to four city parks. Essential infrastructure in the City to support the public facilities includes: bridges, Canby disposal, Canby Ferry, communication towers, gas lines, NW Natural pipeline, telephone fiber, Pacific Pride storage tanks, power lines, railroads, transportation networks, and water/wastewater systems.

## **OPPORTUNITIES AND CHALLENGES**

As described above, the adequacy of existing public facilities to serve a growing population is described in detail in the studies for each system. Public facilities are provided by the City, or through close collaboration between the City and other providers (Canby Utility and emergency service providers). With specific improvements identified in each plan, the existing public facilities would be adequate to meet the current needs within the city limits, as well as future population growth to 2030.

The Canby area is expected to continue to have population growth over the next 20 years. There has been a rise in the need for public facilities, including water and electricity usage, and that is expected to rise with the growing population, expanded employment opportunities, and a changing climate. A particular challenge to consider is the available water from the Molalla

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<sup>54</sup> Canby Utility. Electric System Five-Year Planning Study. September 2019. David Evans and Associates, Inc.

<sup>55</sup> Canby Comprehensive Plan. 2019.

River, especially considering the low-flow rates in the summer and seasonal variability of groundwater.

## RECOMMENDATIONS

Goal 11 indicates that the City should provide for solid waste disposal sites. The comprehensive plan should include plans and policies for maintenance in the Public Facilities and Services Element. Additionally, the City should adopt and implement the recommendations in the Stormwater Master Plan, which recommends improvements for each stormwater facility.

The Capital Improvement Program includes several recommendations for future improvements to the water treatment process, storage reservoir, pump capacity, and water line improvements through 2030, with an anticipated investment of \$1.6 million per year or over \$30 million (in 2010 dollars) total required to complete all projects.<sup>56</sup> Water system supply and distribution projects represented the majority or approximately \$18 million.

## TRANSPORTATION

### EXISTING COMPREHENSIVE PLAN POLICIES

**Transportation Policy 1:** Canby shall provide the necessary improvements to city streets, and will encourage the County to make the same commitment to local county roads, in an effort to keep apace with growth.

**Transportation Policy 2:** Canby shall work cooperatively with developers to assure that new streets are constructed in a timely fashion to meet the city's growth needs.

**Transportation Policy 3:** Canby shall attempt to improve its problem intersections, in keeping with its policies for upgrading or new construction of roads.

**Transportation Policy 4:** Canby shall work to provide an adequate sidewalk and pedestrian pathway system to serve all residents.

**Transportation Policy 5:** Canby shall actively work toward the construction of a functional overpass or underpass to allow for traffic movement between the north and south side of town.

**Transportation Policy 6:** Canby shall continue in its efforts to assure that all new developments provide adequate access for emergency response vehicles and for the safety and convenience of the general public.

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<sup>56</sup> Canby Utility. Water System Master Plan. April 2010. Murray Smith and Associates, Inc.

**Transportation Policy 7:** Canby shall provide appropriate facilities for bicycles and, if found to be needed, for other slow moving energy efficient vehicles.

**Transportation Policy 8:** Canby shall work collaborative with the State Department of Transportation and the Southern Pacific Railroad Company in order to assure the safe utilization of the rail facilities.

**Transportation Policy 9:** Canby shall support efforts to improve and expand nearby air transport facilities.

**Transportation Policy 10:** Canby shall work to expand mass transit opportunities on both a regional and intra-city basis.

**Transportation Policy 11:** Canby shall work with private developers and public agencies in the interest of maintaining the transportation significance as well as environmental and recreational significance of the Willamette River.

**Transportation Policy 12:** Canby shall actively promote improvements to state highways and connecting county roads which affect access to the city.

## POLICY CONTEXT

### City's Role

Per Oregon Planning Goal 12 (Oregon Administrative Rule [OAR] 660-015-0000(12)), the City should adopt a transportation plan that:

- Considers all modes of transportation;
- Is based on an inventory of transportation needs;
- Considers social consequences of using different transportation modes;
- Avoids principal reliance upon any one mode of transportation;
- Minimizes adverse social, economic and environmental impacts and costs;
- Conserves energy;
- Meets the needs of the transportation disadvantaged by improving transportation services;
- Facilitates the flow of goods and services; and
- Conforms with comprehensive land use plans.

### Statutory Updates

Goal 12 has not been amended since the initial 1981 adoption of the comprehensive plan.

Other regulatory documents that guide the Transportation System Plan (TSP) are OAR 660-012, the Oregon Transportation Plan, state modal plans, and the Clackamas County TSP.

## **Relationship to Other Comprehensive Plan Topics**

The Transportation Element is critical to meeting the area's transportation needs by addressing Goal 12, but other comprehensive plan elements also contribute to the transportation system. The Public Facilities and Services Element directs the City to maintain, repair, or replace all existing transportation system elements to continue providing an adequate level of transportation services,<sup>57</sup> and to meet future transportation service needs.<sup>58</sup> Additionally, the City is directed to adopt and update a capital improvement program for major transportation projects.<sup>59</sup> The Housing Element directs the City to coordinate high-density housing with the ability to provide a functional transportation network.<sup>60</sup> The Energy Efficiency Element directs the City to reduce wasteful energy consumption patterns in transportation systems.<sup>61</sup>

## **COMMUNITY ASSETS AND CURRENT DATA**

### **Automobile Transportation**

The automobile is the primary mode of transportation within Canby, so the auto-oriented transportation infrastructure is crucial to the city's connectivity. Based on the City's TSP, the following road classifications apply to Canby's transportation network: arterial roadways, collector roadways, neighborhood roadways, and local streets.

OR 99E is a major aspect of Canby's auto-oriented transportation system. OR 99E is the only Oregon Department of Transportation (ODOT) owned facility in Canby, so ODOT standards apply and are included in the TSP. OR 99E is classified as a Regional Highway and a National Network federal truck route, and provides connections and links to regional centers, state and federal highways, and regional economic areas. The Oregon Highway Plan's Goal 1, Policy 1E, also designates OR 99E as a Tier 2 lifeline route because it provides direct access and connectivity for emergency response in the event of natural hazards.<sup>62</sup> Additionally, the stretch of OR 99E between South Elm Street and South Locust Street is designated as a Special Transportation Area, so the need for local access outweighs highway mobility standards.<sup>63</sup>

The 2012 Canby OR 99E Corridor and Gateway Plan guides future improvements on the section of OR 99E within city limits. The plan defines standard cross-sections for OR 99E, refines the non-capacity improvements for the Special Transportation Area (STA), and identifies additional corridor improvements outside the STA. Additionally, three gateways to welcome visitors to

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<sup>57</sup> Public Facilities and Services Element Goal 4 Policy 1, Canby Comprehensive Plan (2019).

<sup>58</sup> Public Facilities and Services Element Goal 4 Policy 2, Canby Comprehensive Plan (2019).

<sup>59</sup> Public Facilities and Services Element Goal 4 Policy 3, Canby Comprehensive Plan (2019).

<sup>60</sup> Housing Element Policy 3, Canby Comprehensive Plan. 2019.

<sup>61</sup> Energy Efficiency Element Policy 4, Canby Comprehensive Plan. 2019.

<sup>62</sup> Oregon Seismic Lifeline Identification Project, Figure 6-1. 2012.

<https://www.oregon.gov/odot/Planning/Documents/Seismic-Lifelines-Evaluation-Vulnerability-Synthese-Identification.pdf>

<sup>63</sup> 1999 Oregon Highway Plan. Amended January 2013. Oregon Department of Transportation.  
<https://www.oregon.gov/odot/Planning/Documents/OHP.pdf>

Canby are identified, including the Molalla River Pathway Bridge Gateway, Downtown Gateway, and Berg Parkway Gateway.

### **Multimodal Transportation**

Canby does not have local multimodal transportation measures. The Oregon Bicycle and Pedestrian Plan provides guidance for walking and biking standards that should be incorporated into the TSP. Additionally, Clackamas County includes two active transportation projects in Canby: the Canby to Molalla route; and Oregon City to Canby route. In addition to state and regional plans, Canby's Parks and Recreation Master Plan recommends plans for expanded bike and pedestrian trails throughout the city. The City's Bike and Pedestrian Committee provides recommendations to the City Council to inform multimodal transportation plans and budget processes.

Canby is served by Canby Area Transit, which provides a fixed-route bus service between the Oregon City Transit Center, Canby Transit Center, and Woodburn Bi-Mart. The route has connections to two regional routes: the South Metro Area Transit and the South Canby Clackamas transportation routes. The Oregon Transportation Plan is the key guide for planning public transportation and sets forth recommendations to maintain and improve public transportation systems throughout the state.

### **River and Rail Transportation**

Union Pacific owns the main railroad tracks running north to south through Canby. The railroad tracks have at-grade crossing at Elm Street, Grant Street, Ivy Street, Third Avenue, N Redwood Street, and Territorial Road. Oregon Pacific Railroad owns the railroad tracks that intersect the main tracks near North Pine Street, which are at-grade crossings at OR 99E. The Oregon Rail Plan establishes a framework for rail networks.

The Canby Ferry crosses the Willamette River and provides access between Canby and Wilsonville. The ferry costs more to operate than it receives in revenue, but in 2019 the Clackamas County Board of Directors directed staff to keep the ferry operating and to explore more options to decrease the funding shortfall.

## **OPPORTUNITIES AND CHALLENGES**

The City adopted an Industrial Overlay (I-O) zone that provides development standards for the Canby Pioneer Industrial Park Master Plan area. The development requirements specific to the transportation infrastructure include curb-cut minimums, street tree and ground cover planting requirements, street and pedestrian facility lighting, and provisions for shared access.

As noted in the TSP, various projects proposed in the region could affect Canby's transportation system and thus should be considered in future planning efforts. The Clackamas County Five-Year Transportation Capital Improvement Plan includes two projects in Canby and several long-term projects that are also considered in the TSP. ODOT plans to repave OR 99E between SW Berg Parkway and S Pine Street. The project will also include improving the pedestrian and



bicycle facilities, upgrading traffic signals and transit stops, and building new accessible curb ramps. ODOT also proposes to implement tolling on I-205, with tolling expected to begin in 2026. If implemented, the tolling project is expected to change travel time on OR 99E and near Canby because some traffic will divert off the highway to avoid the tolled facility. ODOT has proposed various projects to mitigate the tolling impacts.<sup>64</sup>

## RECOMMENDATIONS

The City should adopt the updated TSP to guide transportation planning in compliance with Goal 12. The City should address policy requirements included in the Oregon Transportation Plan within the TSP. The ODOT Highway Design Manual should set the framework for the design, construction, and maintenance of transportation facilities. The City should continue to plan for efficient travel on OR 99E and ensure that plans are consistent with state and regional planned improvements on the corridor.

In addition to the TSP, the City should consider the Parks and Recreation Master Plan as a component of the transportation system. The Parks and Recreation Master Plan includes goals to modify on-street bike routes to create cross-town multi-use paths. The plan also recommends creating a bicycle path along OR 99E and extending the Logging Road Trail. Recommendations also include expanding pedestrian barriers on OR 99E, Logging Country Road, and NE Territorial Road to increase walkability.<sup>65</sup>

## ENERGY, SUSTAINABILITY, AND CLIMATE RESILIENCY

### EXISTING COMPREHENSIVE PLAN POLICIES

**Transportation Policy 1:** Canby shall provide appropriate facilities for bicycles and, if found to be needed, for other slow moving energy-efficient vehicles.

**Energy Conservation Policy 1:** Canby shall encourage energy conservation and efficiency measures in construction practices.

**Energy Conservation Policy 2:** Canby shall encourage development projects which take advantage of wind and solar orientation and utilization.

**Energy Conservation Policy 3:** Canby shall strive to increase consumer protection in the area of solar design and construction.

**Energy Conservation Policy 4:** Canby shall attempt to reduce wasteful patterns of energy consumption in transportation systems.

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<sup>64</sup> I-205 Toll Project Environmental Assessment, Table 3-13. Oregon Department of Transportation. February 2022. [https://www.oregon.gov/odot/tolling/Documents/I-205%20Toll%20Project%20Environmental%20Assessment\\_508.pdf](https://www.oregon.gov/odot/tolling/Documents/I-205%20Toll%20Project%20Environmental%20Assessment_508.pdf)

<sup>65</sup> City of Canby. Parks and Recreation Master Plan. August 2022. Berry Dunn, RRC Associates.



**Energy Conservation Policy 5:** Canby shall continue to promote energy efficiency and the use of renewable resources.

## **POLICY CONTEXT**

### **City's Role**

Canby's role in contributing towards energy conservation and sustainable development is guided by Oregon Statewide Planning Goal 13 (Goal 13) and Oregon Administrative Rule 660-015-0000(13). The City has an important role to play in energy conservation. According to Goal 13, land use plans should consider measures that will maximize energy efficiency, minimize the depletion of non-renewable energy sources, encourage recycling and re-use of vacant land, and plan increasing density gradients along high-capacity transportation corridors. Land use plans should use techniques that can impact energy efficiency, including lot size, dimension, and siting controls; building height bulk and surface area; density of uses; availability of light, wind, and air; compatibility of and competition between land use activities; and systems and incentives for the collection, re-use, and recycling of metallic and nonmetallic waste. In addition to these, the City should consider the existing and potential capacity of renewable energy sources to yield useful energy output, such as water, solar, wind, geothermal heat, and municipal, forest, and farm waste.

### **Statutory Updates**

Goal 13 has not been updated since the initial adoption of the City of Canby Comprehensive Plan (comprehensive plan) in 1981.

### **Relationship to Other Comprehensive Plan Topics**

Canby's Energy Conservation Element is the heart of the City's conservation, sustainability, and climate framework, but other comprehensive plan elements also contribute. The Land Use Element directs the City to plan for the efficient use of land (reduce sprawl) and the efficient use of public facilities.<sup>66</sup> Additionally, principles employed in the Economic Element manage the efficient use of available land for industrial and commercial activity to encourage increased industrial and commercial development at appropriate locations, such as designating industrial lands around potential rail and highway access.<sup>67</sup> The Public Facilities and Services Element directs the City to coordinate energy conservation efforts with utilities, state and federal agencies, and other service providers.<sup>68</sup> The current comprehensive plan notes that transportation continues to be the highest sector for energy consumption in Canby due to the large number of commuters. The Transportation Element directs the City to reduce energy consumption by installing efficient vehicle circulation patterns within the city limits.<sup>69</sup>

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<sup>66</sup> Land Use Element, Policy 1. Canby Comprehensive Plan (2019)

<sup>67</sup> Economic Element, Policy 1. Canby Comprehensive Plan (2019)

<sup>68</sup> Public Facilities and Services Element, Policy 1. Canby Comprehensive Plan (2019)

<sup>69</sup> Transportation Element, Policy 4. Canby Comprehensive Plan (2019)

## COMMUNITY ASSETS AND CURRENT DATA

### Utilities

The electrical system in Canby is owned and managed by Canby Utility. The utility buys its power from the Bonneville Power Administration. Overall electricity use in Canby increased from 2006 to 2017, driven by population growth. There is generally a proportional linear relationship between the customer count growth of the electricity system and the overall growth in energy use. The energy sales per residential customer during this timeframe remained relatively stable, with small fluctuations year-over-year.<sup>70</sup>

**Table 11. Energy Use, Population, and Customer Count**

Year	Energy (kWh)	Population	Customers (Total)	Customers (Residential)	Customers (Commercial and Industrial)	Energy Sales per Residential Customer (kWh/Customer)
2006	165,491,212	14705	6,428	5,913	483	12,774
2007	170,915,396	15140	6,682	6,002	641	13,028
2008	176,010,684	15165	7,950	5,982	664	13,647
2009	176,638,590	15230	8,024	6,027	636	13,372
2010	170,378,059	15830	6,777	6,042	632	12,569
2011	176,802,399	15830	6,758	6,036	638	13,172
2012	175,747,613	15865	6,804	6,049	647	12,957
2013	179,631,709	15,910	6,843	6,077	661	13,082
2014	176,123,268	16,010	6,904	6,139	659	12,597
2015	175,948,725	16,010	6,941	6,183	650	11,955
2016	177,131,853	16,420	7,077	6,300	663	11,842
2017	187,916,034	16,660	7,318	6,524	681	12,551

Per 2019 Canby 5-Year-Planning-Study: Energy (kWh) data is from annual Oregon Public Utility Commission Statbooks. Population data and estimates provided by Portland State University Population Research Center. Customer data is also from annual Oregon Public Utility Commission Statbooks.

According to a 5-year study of the electric system completed in 2019 by Canby Utility, Canby's energy demand increases in the winter months. Peak energy demands correspond to extreme cold and extreme warm weather events. Historically, the electric system in Canby is a winter-peaking system caused by cold weather events; however, summer peaks have been growing consistently over the last 10 years as extreme heat events occur more frequently. The summer peak energy use has grown from 2009 to 2018, reflecting the increased use of air conditioning and hotter

<sup>70</sup> Canby Utility. Electric System Five-Year Planning Study. September 2019. David Evans and Associates, Inc.

weather. Overall, there has been an estimated 1 percent increase in electricity load growth per year over this time.<sup>71</sup>

The study of Canby Utility's use and load growth does not include an analysis of the potential for solar energy growth. However, the City of Canby does include provisions and incentives for solar within the current comprehensive plan and the municipal code. Additionally, Canby's current comprehensive plan indicates that the City has adopted the Oregon State Structural Safety Code which sets insulation standards for buildings to conserve energy.

### **Built Environment**

As stated in Goal 13, an important aspect for cities to include for energy conservation and sustainable development practices is the re-use and development of vacant land. A buildable land inventory was created in accordance with OAR 660-008-005(2) and OAR 660-009-0015(3) to estimate the land base and land with potential for redevelopment in Canby. The inventory found a total of 302 acres of vacant and partly vacant land for development potential in Canby and discussed in the Urban Growth memorandum. Efficient use of this land and the type of development that will occur is considered in the Land Use Element to ensure sustainable growth patterns supporting the projected population and economic growth over 20 years. Efficient land use is more sustainable and promotes energy efficiency.

### **Transportation**

The current comprehensive plan notes that transportation is a major factor in Canby's energy consumption, due in part to the large number of commuters. The Transportation System Plan (TSP) notes that use of personal motor vehicles is the predominant transport mode in Canby. The TSP also notes that freight traffic plays a critical role in Canby's economy and that the designation of truck routes in the transportation system can contribute to a more efficient system.<sup>72</sup>

## **OPPORTUNITIES AND CHALLENGES**

The City can support energy efficiency and sustainable practices through a variety of planning efforts. Energy consumption practices can be considered in the built environment through building improvements, incentives for renewable energy sources, and designing developments to allow solar use. Sustainable development practices can also be included in design guidelines to encourage energy savings, such as attached housing units. Updated building codes can be used to enforce energy-efficient and sustainable design elements. Additionally, the City can plan for new growth in undeveloped areas and focus on infill development to prioritize sustainable and efficient use of existing land within the urban growth boundary (UGB).

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<sup>71</sup> Canby Utility. Electric System Five-Year Planning Study. September 2019. David Evans and Associates, Inc.

<sup>72</sup> Canby Transportation System Plan. December 2010. DKS Associates.

In Canby, the transportation system accounts for the highest energy use due to the large number of commuters. Thus, Canby's transportation system can make a large contribution to decreasing overall energy usage by incorporating sustainable design practices. The City has an opportunity to reduce commuting patterns by increasing economic activity and promoting local job growth. Canby has seen several notable business openings and expansions, including a manufacturing facility and numerous food and beverage establishments, that contribute to increasing the local job market.<sup>73</sup>

## RECOMMENDATIONS

As mentioned, the City can improve energy efficiency by supporting local job opportunities. The EOA recommends that the City retain and attract business that provide jobs with high levels of employment per acre, as well as provide incentives for targeted job creation and major private investment. Additionally, the EOA recommends that the City consider designating some land within the UGB for employment or consider UGB expansion.

Goal 4 of the TSP is to provide a sustainable transportation system that meets the needs of present and future generations. Specific recommendations include:<sup>74</sup>

- Encourage an energy-efficient transportation system.
- Provide transportation options that reduce reliance on the automobile and increase the use of other modes to minimize transportation system impacts on the environment.
- Practice stewardship of air, water, land, wildlife, and botanical resources. Take into account the natural environments in the planning, design, construction, and maintenance of the transportation system.
- Incorporate natural stormwater drainage systems in the design of new streets and street improvement projects, where feasible and appropriate.
- Reduce surface storm water impacts where possible through the use of permeable pavements, design, and construction of narrower streets and reduced parking requirements where appropriate and feasible.

## URBANIZATION

### EXISTING COMPREHENSIVE PLAN POLICIES

**Urban Growth Element – Policy 1:** Canby shall coordinate its growth and development plans with Clackamas County.

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<sup>73</sup> City of Canby. Economic Opportunity Analysis. March 2023 (Revised May 2023). FCS Group.

<sup>74</sup> Canby Transportation System Plan. December 2010. DKS Associates.

**Urban Growth Element – Policy 2:** Canby shall provide the opportunity for amendments to the Urban Growth Boundary (subject to the requirements of statewide planning goal 14), where warranted by unforeseen changes in circumstances.

**Urban Growth Element – Policy 3:** Canby shall discourage the urban development of properties until they have been annexed to the city and provided with all necessary urban services.

## POLICY CONTEXT

### City's Role

Per Oregon Statewide Planning Goal 14 (Goal 14) (Oregon Administrative Rules [OAR] 660-015-0000), the City of Canby (City) is responsible for establishing and maintaining a UGB to provide for urban development needs and to provide an orderly transition from rural to urban land use. The UGB should accommodate a 20-year population forecast and land needed for housing, employment opportunities, and livability or public uses. If there is an insufficient supply of land, the UGB may be expanded per OAR 660-038. Any amendments to the UGB must be adopted by both the City and Clackamas County.

Per OAR 660-015-000, the Canby Comprehensive Plan should manage the use and division of the urbanizable land within the UGB. The City's role in guiding urban land use and implementing urban expansion includes:

- Use the type, location, and phasing of public facilities and major transportation facilities to direct urban expansion;
- Provide financial incentives to assist maintaining the use and character of lands adjacent to urban areas;
- Adopt and maintain local land use controls and ordinances to accommodate increased public demands as urbanizable lands become more urbanized; and
- Provide a detailed management program to assign implementation roles and responsibilities to government bodies.

### Statutory Updates

Goal 14 has been amended six times since the initial adoption of the comprehensive plan (1981). Goal 14 has not been amended since the last comprehensive plan update (2019).

### Relationship to Other Comprehensive Plan Topics

The Urban Growth Element is the heart of Oregon's planning goals, and the City's directive to plan for a 20-year supply of land for housing, employment, industry, open space, and recreational needs. Other elements of the comprehensive plan contribute to the urbanization goals. The Transportation Element includes updates on transportation facilities to support the efficient use of land and land connectivity.<sup>75</sup> Additionally, the Public Facilities and Services

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<sup>75</sup> Transportation Element Policy 1. Canby Comprehensive Plan. 2019.

Element includes expansions to public facilities to support an urbanizing population. The Land Use Element includes specific recommendations for land use designations within the UGB and land controls to increase the efficient use and transition between land use types.<sup>76</sup> All comprehensive plan elements work together to direct development to areas within the city boundary as a first priority and to require orderly planning and development of lands within the UGB through annexation.

## COMMUNITY ASSETS AND CURRENT DATA

### Urbanizable Land within the UGB

The land available within the Canby UGB is an important aspect of the urbanization element to ensure that the city has adequate land to support long-term growth and urbanization while protecting existing rural lands. The UGB was established in its current form to consider the flood-prone and steeply sloping properties along the Molalla and Willamette Rivers. Additionally, the UGB preserves potential agricultural productivity to the northwest of the city. Additional properties have been excluded from the UGB due to the difficult nature of providing public services due to the natural topography.

The current UGB has 3,428 acres of land. According to the HNA, the Canby UGB has 106 acres of vacant buildable residential land. The HNA also estimates that the total developable land includes 288 acres of partially vacant and 7 acres of redevelopable land. However, with a 25 percent allowance for future public facilities and right-of-way to support future residential development, the total net buildable residential land inventory is 302 acres, as detailed in Table 12.

**Table 12. Net Buildable Residential Land, Canby Urban Growth Boundary**

<b>Zone Designation</b>	<b>Unconstrained Vacant Land (gross acres)</b>	<b>Partly Vacant Land (gross acres)</b>	<b>Redeveloped Land (gross acres)</b>	<b>Total Vacant, Part Vacant and Redevelopment Land (gross acres)</b>	<b>Future Public Facilities Allowance</b>	<b>Total Net Buildable Vacant Land Inventory</b>
Rural Residential	15	209	0	224	(56)	168
Low Density Residential	66	63	3	129	(32)	97
Medium Density Residential	12	6	0	18	(5)	13
High Density Residential	12	6	4	22	(6)	16
Residential Commercial	0	4	0	4	(1)	3
Downtown Commercial	1	0	0	1	0	1
<b>Total</b>	<b>106</b>	<b>288</b>	<b>7</b>	<b>401</b>	<b>98</b>	<b>302</b>

<sup>76</sup> Land Use Element Policy 2. Canby Comprehensive Plan. 2019.

According to the EOA, the Canby UGB has 162 acres of vacant or partially vacant and redevelopable employment land, as summarized in Table 13.

**Table 13. Net Buildable Employment Land, Canby Urban Growth Boundary**

<b>Zone Designation</b>	<b>&lt;1 acre</b>	<b>1 to 5 acres</b>	<b>5 to 10 acres</b>	<b>≥ 10 acres</b>	<b>Total Net Buildable Land Inventory</b>
CR- Residential Commercial	1	4	0	0	4
C1-DC – Downtown Commercial	1	0	0	0	1
C2 – Highway Commercial	2	5	0	0	12
CM – Commercial Manufacturing	5	2	0	0	7
M1 – Light Industrial	2	19	23	68	112
M2 – Heavy Industrial	2	1	22	0	26
<b>Total</b>	<b>13</b>	<b>31</b>	<b>45</b>	<b>68</b>	<b>162</b>

Source: Canby Buildable Land Inventory, reflects all land within UGB that does not have a building permit as of Oct 21, 2022

According to the HNA, there is a shortage of 112 acres of residential land in the UGB to support the 20-year forecasted population growth. Additionally, there is a shortage of employment land to support various levels of employment forecasts over the next 20 years, resulting in shortages of 103 acres for low economic growth, 464 acres for medium economic growth, or 510 acres for high economic growth. Most of this projected shortage is industrial or manufacturing land availability. Depending on the amount of economic growth over 20 years, there is an estimated shortage of between 304 to 711 acres of land in the UGB to support residential and employment needs combined for the 20-year population and employment forecasts.

### Services to Support Urbanization

In addition to the land needed for residential and employment uses, Goal 14 directs cities to consider the public facilities and services available to support urban growth. Facilities provided by the City or in close partnership with local providers available to serve the urban area include:

- Water – Canby Utility Board
- Wastewater – City
- Storm drainage – City
- Transportation – City, Clackamas County, and Oregon Department of Transportation
- Electrical distribution – Canby Utility Board
- Telephone – Canby Telephone Association
- Natural Gas – Northwest Natural Gas
- Emergency Service – Canby Police Department and Fire District #62

The capacity of these services to support the urbanized area are discussed in their respective topic background reports (Transportation and Water, Wastewater, and Other Public Facilities).

### **Capital Resources/Public Ownership**

Canby Utility provides electrical and water services to city residents.

Wastewater and storm draining systems are maintained by the City. The transportation system ownership and maintenance within Canby falls under the jurisdiction of the City, Clackamas County, and the Oregon Department of Transportation.

### **OPPORTUNITIES AND CHALLENGES**

Canby continues to recognize the importance of the potential for long-term agricultural productivity. Land use controls should be maintained to ensure agricultural land preservation needs are appropriately weighed against residential land needs.

The existing comprehensive plan notes two areas of special concern for the urbanization element because of the role that they play in Canby's future development. The first includes a tract of farmland and rural homesites to the northwest of the city. The second is an industrial area to the southwest of the city. These areas are mutual areas of concern for both Clackamas County and the City.

The Public Facilities and Services Element of the current comprehensive plan includes a variety of techniques used to finance improvements to public facilities within the UGB including taxes and general funds, general obligation bonding, revenue bonding, special levies, user fees or charges, exactions, tax increment financing, system development charges, local improvement districts, and advanced financing districts.

### **RECOMMENDATIONS**

The Land Use Element considers the urbanized land needs listed above by designating and zoning land to accommodate the 20-year projected population growth. Based on the findings of the shortage of buildable residential and employment lands, the City should apply recommendations from the HNA and EOA in the Housing and Land Use Elements to ensure an efficient use of land in the UGB and to scale the UGB expansion based on the buildable lands analysis for review and acceptance by the Department of Land Conservation and Development.