

# City of Canby Comprehensive Plan



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**CITY OF CANBY  
COMPREHENSIVE PLAN**

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*originally published in 1984*  
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**TABLE OF CONTENTS**

<b>INTRODUCTION.....</b>	<b>1</b>
<b>POPULATION INFORMATION.....</b>	<b>3</b>
<b>I. CITIZEN INVOLVEMENT.....</b>	<b>14</b>
<b>II. URBAN GROWTH ELEMENT.....</b>	<b>18</b>
<b>III. LAND USE ELEMENT.....</b>	<b>34</b>
<b>IV. ENVIRONMENTAL CONCERNS.....</b>	<b>69</b>
<b>V. TRANSPORTATION ELEMENT.....</b>	<b>92</b>
<b>VI. PUBLIC FACILITIES AND SERVICES.....</b>	<b>108</b>
<b>VII. ECONOMIC ELEMENT.....</b>	<b>123</b>
<b>VIII. HOUSING ELEMENT.....</b>	<b>145</b>

**TABLES**

*Table One – Population Trends: 1920 to 1980. . . . . 7*

*Table Two – Recent Population Trends: 1960 to 1980. . . . . 7*

*Table Three – Population of Annexed Areas. . . . . 8*

*Table Four – Composition of Population of Age Group – Canby. . . . . 8*

*Table Five – Composition of Population of Age Group –  
Canby, Clackamas County, Oregon. . . . . 9*

*Table Six – Population and Housing – Canby, Clackamas County, Oregon. . . . . 9*

*Table Seven – Racial Characteristics of the Population. . . . . 10*

*Table Eight – Poverty Indicators, 1969-1979. . . . . 11*

*Table Nine – Education: Years of School Completed. . . . . 12*

*Table Ten – Population and Percent Change in Population. . . . . 12*

*Table Eleven – Population Projections Based on Various Annual Growth Rates 13*

**MAPS**

<i>Urban Growth Boundary</i> . . . . .	31
<i>Growth Priorities</i> . . . . .	32
<i>City Limits, Urban Growth Boundary, Planning Coordination Area</i> . . . . .	33
<i>Land Use Map</i> . . . . .	66
<i>Areas of Special Concern</i> . . . . .	67
<i>Residential Designations</i> . . . . .	68
<i>Significant Wetlands in Canby</i> . . . . .	85
<i>Agricultural Soil Capabilities</i> . . . . .	89
<i>Soil Construction Limitations</i> . . . . .	90
<i>Historical Site Map</i> . . . . .	91
<i>Street Circulation</i> . . . . .	105
<i>Truck Routes</i> . . . . .	106
<i>Bicycle Routes</i> . . . . .	107
<i>Industrial/Commercial Areas (Maps)</i> . . . . .	134-135
<i>Industrial/Commercial Development Site Inventory</i> . . . . .	136-142

**FIGURES**

*Figure III-1 – Land Use Map Acreage Figures. . . . . 65*

*Figure VII-1 – Largest Local Manufacturing Firms. . . . . 125*

*Figure VII-2 – Employment by Occupation (1980). . . . . 125*

*Figure VII-3 – Employment of Industry (1980) . . . . . 126*

*Figure IX-1 – Efficiency of Energy Utilization . . . . . 157*

*Figure IX-2 – Total Oregon Energy Use by Sector . . . . . 158*

*Figure IX-3 – Average Energy Use by Household . . . . . 159*

*Figure IX-4 – Electricity Use by Appliances . . . . . 159*

*Estimated Present Conservation Potential from Weatherization for one Winter/  
Some Aspects of Passive Solar Design . . . . . 166*

*Approximate Solar Angles at 12 Noon . . . . . 167*

*Solar Lot Orientation . . . . . 168*

*Sun Paths . . . . . 169*

## ***INTRODUCTION***

This is the Comprehensive Plan of the City of Canby. It represents a major step in a planning process which began in 1973. It is not a final step, by any means, but a major step in that this document will be the guiding force of City planning for the foreseeable future. It has been amended since its initial adoption in 1981 and it will continue to be amended, from time to time, as new information becomes available. That is a natural, evolutionary process as City planning cannot remain static any more than the City itself can. These anticipated future changes do not reduce the significance or validity of this Comprehensive Plan, however. Simply stated, this is the best Comprehensive Plan the City can now produce. No one can accurately say whether this document will adequately address Canby's needs in five, ten, or twenty years. Still, the Comprehensive Plan is a valid and valuable tool for the City's use. It represents, literally, thousands of hours of work by professional planners, civic leaders, concerned citizens, and technical staff. It represents an effort to address the concerns of every individual or agency who has provided input into the planning process. It represents the City's effort to meet State requirements in the local planning program, and it represents a commitment to planning by the elected officials of Canby, the City Council.

The City's recognition of the fact that the Plan will not remain static is demonstrated by its intention to improve upon this Plan as more and better data becomes available. Amendment procedures and an established process for periodic review and updating are included within the text.

The City of Canby is a relatively small, but rapidly growing, community in the northern Willamette Valley of Oregon. Located less than 30 miles from the business centers of both Portland and Salem, Canby has experienced considerable demand as a housing center. Increasing from a population of 988 in 1940 to 1980 population of 7,659 people, Canby has experienced cyclical but fairly steady growth for a number of years.

Today Canby finds itself in the position of having to determine how future growth will be accommodated, where it will be directed, and even how much growth will occur. Some people regard this process of planning for future growth as an exercise in "crystal ball gazing" but it needn't be. In fact, the Comprehensive Planning process can, and should, be a rational exercise much like the budget process. Essentially, it is a matter of "making ends meet" and seeing that the necessary services are provided. This includes everything from police protection to school facilities, from recreation programs to medical facilities, from library services to fire prevention, etc. The basic government function of protecting the community's health, safety, and general welfare includes all of these things and more, and they can only be adequately addressed through comprehensive, long-range planning.

The Comprehensive Plan contains nine separate, but interrelated, Elements. These are:

- 1) ***CITIZEN INVOLVEMENT***, in which an on-going plan for public participation is formulated.

- 2) **URBAN GROWTH**, which describes the City's urban growth boundary and explains its function.
- 3) **LAND USE**, in which the entire planning area of nearly 3,500 acres is divided into categories of land use, intended as a basis for future zoning and development decisions.
- 4) **ENVIRONMENTAL CONCERNS**, which includes consideration of natural and historical resources as well as natural hazards.
- 5) **TRANSPORTATION**, which relates city growth plans with such things as roads, sidewalks, highways, airports, and rail access.
- 6) **PUBLIC FACILITIES AND SERVICES**, which includes consideration of all of the various facilities and services which will be needed in Canby throughout the planning period.
- 7) **ECONOMICS**, which considers costs and benefits of planned growth on both individuals and service providing agencies.
- 8) **HOUSING**, which includes a special emphasis on "affordable" housing in light of growth needs and financing.
- 9) **ENERGY**, which stresses the need for conservation of traditional energy sources and utilization of alternative energy systems.

Each of these Plan Elements contains a "*Background*" section which discusses its contents. Also included are Goals, Findings, Policies and Implementation Measures for each Plan Element. These sections are intended in precisely the context in which they have been written. They are structured to go from general (Goals) to specific (Implementation Measures), with each section numbered to allow for easy reference. Where it is indicated that the City "shall" take a certain course of action, it can be considered to be binding upon the City to undertake that action. Policy statements contained in this document become the official policies of the City of Canby on these subjects unless they are later amended or repealed by the City Council. It is recognized that there will arise unavoidable situations where one Policy appears to conflict with another. An obvious example is found in the City's seemingly conflicting intentions to preserve agricultural land and also to allow for outward growth. The Statewide Planning Goals contain essentially the same conflict, and the justification appears to be the same: either Policy could prevail, depending upon the unique circumstances of the particular situation. For instance, a proposed annexation of farmland may be justified if the evidence presented in favor of such annexation clearly outweighs the merit of retaining the land in agricultural use. If, and when, such a proposal is before City decision-makers they must weigh not only the evidence presented by the applicants and property owners, but must consider the total weight of the entire Comprehensive Plan as it may be applicable to that particular application. In effect, the City has done this in the past with the Statewide Planning Goals and will continue the procedure with the contents of the Comprehensive Plan.

In the interest of preventing confusion for the reader, it must be pointed out that the Comprehensive Plan has been prepared with consideration of two different approaches to population growth, each of which is referred to in different contexts in the Plan. First, the figure of 20,000 people has been utilized as the City's year 2000 population projection

for the purpose of establishing the Urban Growth Boundary. This figure has been utilized in cooperation with the planning efforts of Clackamas County, to ensure that Canby's population projection reflects a reasonable portion of the regional projection. At the same time, however, the City has recognized that the year 2000 is a more or less arbitrary date upon which to base its plans. For this reason the City has chosen to plan to accommodate 20,000 inhabitants, whether that number arrives in 1990 or 2010.

The Comprehensive Plan has been deliberately structured in a way which will facilitate later amendments as they become necessary. The organization of the various components of the Plan is such that each of the appropriate Statewide Planning Goals has been addressed.

The remainder of this introduction is devoted to demographic information which has been included here to acquaint the reader with Canby's past trends and future projections in terms of population.

### ***POPULATION INFORMATION***

*Characteristics* – The estimation of present population and projection of future population presents considerable difficulty in planning for an area. Generally, the smaller the geographic area for which projections are made, and the greater the period of future time, the less accurate and meaningful the projections. Thus, projections for cities are generally less reliable than for counties, which are in turn less reliable than those for groups of counties or regions. For this reason, all population and area growth projections must be used with caution. They can only be indicators of what is probable, given the present and past knowledge of demographic relationships, and existing and anticipated desires of the citizenry with respect to birth rates, life styles, and regulatory programs. In particular, smaller cities on the metropolitan growth-fringe – like Canby – can experience great fluctuation in growth rate for such disparate reasons as interest rates or the availability of public facilities in other areas of the Portland region. The difficulties of drawing appropriate demographic conclusions are compounded by the economic recession which has drastically reduced the rate of growth in the early 1980's.

Birth rates, death rates, and migration, determine the present and potential population of each area. Normally, minor fluctuations in the national birth rate do not have a significant effect on local area population projections.

These national trends must now be taken into account, however, as the fertility rate (that is, the number of children each woman of child-bearing age will, on the average, give birth to during her lifetime) has now dropped to less than 2.0 children per woman. This is less than the "replacement rate" of 2.11 children per woman required to maintain a given national population level once the increase in population has been stabilized, assuming that immigration from abroad does not substantially increase.

Impact of the national trend is best seen in population projections for the United States, prepared by the Bureau of the Census. In December 1972, the Bureau reduced the



“high,” or upper range estimate, for the year 2000 population from 322 million persons to 300 million. The “low,” or lower range, was reduced from 271 million to 250 million. This decrease of more than 20 million persons, when allocated to Oregon at the current percentage of national population, translates into 200,000 potentially fewer individuals in Oregon by the year 2000. It is anticipated that the recent rate of in-migration into Oregon and the Pacific Northwest will offset any significant reduction in population growth due to a decline in the national birth rate. (It must also be noted that projections of future growth are predicated on the general assumption that there will be no severe economic depression, major war, or other similar catastrophe, either nationally or locally.)

**TABLE ONE, Population Trends – 1920-1980**, details the population trends for the Canby area since 1920. **TABLE TWO, Recent Population Trends – 1960-1980**, outlines recent growth patterns for the City of Canby alone. As can be noted, due to both annexation and in-migration, the community has experienced a growth rate (6 to 8% annually) nearly double that of Clackamas County, and far above that of the State.

The recent rapid rates of growth could be attributable to two major factors:

- (a) The geographic location of the community with respect to the Portland and Salem urban centers; and
- (b) The relatively “rural” or “small-town” quality of life which is still available to the person seeking to offset the undesirable features of urban living.

The annexation of surrounding residents is also involved, as is shown in **TABLE THREE, Population of Annexed Areas**. As noted, nearly one-fourth of the 1960-1970 growth of the City took place within areas annexed during that same period. These would have included both existing residents annexed, and also new development which took place within annexed areas. Considerably less of the 1970-1980 growth occurred in newly annexed areas.

The “small-town” factor cannot be discounted. However, **TABLES FOUR and FIVE, Composition of Population by Age Group**, indicate that at least within the City limits, Canby has a slightly greater percentage of residents over 65 years of age (12.6% for Canby versus 9.4% for the County as a whole). Such a pattern implies that in-migration of the elderly for retirement has been a major factor in the population composition of Canby. This is actually more of a factor than the census figures indicate because two additional housing projects for the elderly were completed after the 1980 census.

**TABLE FIVE, Composition of Population by Age Group**, also shows that the percentage of Canby’s population in the pre-school and lower school age group (0-14) has remained fairly constant while the trend for both the County and State has been towards a marked reduction. This demonstrates the popularity of Canby as a place where young families choose to settle and raise children.

**TABLE SIX, Population and Housing**, compares the number of persons per household for the City of Canby, the County, and Oregon. It can be seen that the number of persons

per household is on the decline at both the State and local levels. This trend has obvious implications for both housing and urban growth boundary projections.

The racial composition of the Canby area closely reflects the remainder of the County. Minority groups constituted a very small percentage of the area population in 1980.

**TABLE SEVEN, *Racial Characteristics of the Population***, compares the Canby area to the County and the State.

Indications of poverty characteristics in Canby are compared to the County and the State in **TABLE EIGHT, *Poverty Indications***. It is a discouraging sign that in all categories of family poverty, except that for persons age 65 and over, a larger portion of the total community is now above the poverty level as defined by the Federal Government. This index takes into account such factors as family size, number of children, farm versus non-farm residence, as well as the amount of family income. No fixed dollar amount can be referred to as representing the poverty level.

Other indications of poverty are found in the condition of the dwelling unit and in the presence or lack of adequate plumbing facilities. Plumbing facilities include toilet facilities, bathing facilities, and water supply. "Lacking plumbing facilities" refers to those housing units which either lack or share one or more plumbing facilities: that is, those houses which lack piped hot and/or cold water, which lack toilet or bathing facilities, or which have toilet or bathing facilities also used by occupants of another unit. Only sixteen (16) households fell into this category in Canby in 1970, and all of the residents of these units were classified as being below the poverty level. Preliminary figures from the 1980 census indicate that only three units remained without complete plumbing facilities. (See *HOUSING ELEMENT*).

The education level of the populace in Canby has been slightly below that of the State of Oregon and generally below that of the remainder of the County. This is partly due to the relatively larger proportion of persons age 65 or over. For those persons, educational opportunities did not exist as they now do. See **TABLE NINE, *Education: Years of School Completed***, for a comparison of the educational attainments of those persons 25 years of age and over. For those persons under 25 years of age still in school, the Canby area reflects no significant differences. Educational standards are now set by the State and all areas must meet them.

See **TABLE ELEVEN** for an analysis of alternative growth projections. It should be noted that the overall Comprehensive Plan has not been rigidly based on any specific or absolute projection. Rather, it has been assumed that Canby's population will exceed 20,000 persons at some point in the future. By the conscientious monitoring of trends and updating of projections, this method should provide the City with some flexibility and still be a basis for sound capital improvement programming.

It may seem reasonable to assume that, with energy prices as high as they are, fewer people would be interested in moving to Canby and commuting to work in Portland and Salem. A review of growth trends in 1973 and 1974 (the time of the initial oil crisis of

that decade) indicates that such seeming constraints to growth have only a temporary impact on our commuter-oriented society. This is further supported by the extremely low ridership rates of the Tri-Met Bus Service connecting Canby with the remainder of the Portland area. It appears that people are determined to use their private automobiles for commuting in spite of today's gasoline prices. Following the same reasoning, it appears that as long as gasoline is available (and regardless of the cost) a certain segment of the population will choose to commute. That segment of the population is expected to continue to seek out communities such as Canby because of the quality of life offered here.

**TABLE ONE**  
**Population Trends: 1920 to 1980**

Year	C A N B Y			Clackamas County		State of Oregon		U.S.A. (000's)	
	# Persons	% of Change	% of County	# Persons	% of Change	# Persons	% of Change	# Persons	% of Change
1920	852		2.3	37,698		789,399		105,710	
1930	744	-12.7	1.6	46,205	22.6	953,786	21.7	123,775	17.1
1940	988	32.8	1.7	57,130	23.6	1,089,884	14.3	131,669	6.4
1950	1,671	69.1	1.9	86,716	51.8	1,521,341	39.6	154,233	17.1
1960	2,168	29.7	1.9	113,038	30.4	1,786,687	17.4	179,323	16.3
1970	3,813	75.7	2.3	166,088	46.9	2,091,385	17.1	203,184	13.3
1980*	7,659	100.9	3.2	241,919	45.7	2,633,149	25.9	226,546	11.5

Source: Population of Oregon Cities, Counties and Metropolitan Areas, 1850 to 1957, Bureau of Municipal Research and Service.

\*Population & Housing Trends, 1950 to 1980, Bureau of Governmental Research and Service.

**TABLE TWO**  
**Recent Population Trends - 1960 to 1980**

	# of Persons	% Change (period)	% Change per year
1960	2168		
1970	3813	75.9	↓ 6
1980	7659	100.9	↓ 7.5

Source: 1980 Census of Population

**TABLE THREE**  
Population of Annexed Areas

Total 1960 Population	Population in Area Annexed 1960 - 1970	Total 1970 Population	Population in Area Annexed 1970 - 1980	Total 1980 Population
2168	393	3813	6	7659

Source: *1950-1980 Population and Housing Trends*, Bureau of Governmental Research and Service, University of Oregon

**TABLE FOUR**  
Composition of Population by Age Group  
Canby, 1960 and 1970

Age	1960				1970			
	Male		Female		Male		Female	
	#	%	#	%	#	%	#	%
Under 5	81	7.7	110	9.8	159	8.7	161	8.1
5-14	211	20.2	198	17.7	331	18.2	368	18.4
15-24	126	12.0	121	10.8	310	17.1	295	14.8
25-34	121	11.6	131	11.7	224	12.4	237	11.8
35-44	111	10.6	120	10.7	199	11.0	222	11.1
45-54	117	11.2	123	11.0	181	10.0	195	9.8
55-64	102	9.7	114	10.1	159	8.8	185	9.2
65+	<u>178</u>	17.0	<u>204</u>	18.2	<u>250</u>	13.8	<u>337</u>	16.8
Totals	1047		1121		1813		2000	

Source: General Population Characteristics, Oregon, 1970 Census of Population

Age	1980		Median Age in 1960:	34.4 years
	#	%		
0-14	2025	26.4	Median Age in 1970:	31.6 years
15-24	1238	16.2	Median Age in 1980:	29.0 years
25-44	2283	29.8		
45-64	1147	15.0		
65+	<u>966</u>	12.6		
Total	7659			

Source: Population and Housing Trends, 1950-1980, Bureau of Governmental Research and Service, University of Oregon.

**TABLE FIVE**

**Composition of Population by Age Group  
Canby, Clackamas County and Oregon  
1970 (%)**

	<i>Canby</i>	<i>Clackamas County</i>	<i>Oregon</i>
0-14	26.7	29.6	27.2
15-24	15.9	15.7	17.5
25-44	23.1	24.9	23.0
45-64	18.9	20.8	21.4
65+	15.4	9.0	10.8

Source: General Population Characteristics, Oregon, 1970 Census of Population

**1980 (%)**

	<i>Canby</i>	<i>Clackamas County</i>	<i>Oregon</i>
0-14	26.4	24.4	21.8
15-24	16.2	15.8	17.2
25-44	29.8	31.7	29.0
45-64	15.0	18.7	20.8
65+	12.6	9.4	11.2

Source: Population and Housing Trends, 1950-1980. Bureau of Governmental Research and Service, University of Oregon

**TABLE SIX**

**Population and Housing**

	<i>Canby</i>	<i>Clackamas County</i>	<i>Oregon</i>
Persons Per Occupied Unit:			
1960	2.9	3.2	3.1
1970	2.9	3.2	2.9
1980*	2.7	2.8	2.6
Persons Per Owner-Occupied Unit:			
1960	N/A	3.3	3.2
1970	2.8	3.3	3.1
1980**	2.6	3.0	2.8
Persons Per Renter-Occupied Unit:			
1960	N/A	3.0	2.8
1970	2.9	2.8	2.6
1980**	2.9	2.4	2.3

Source: Economic Indicators, 1972, CRAG.

\* Source: Population and Housing Trends, 1950-1980, Bureau of Governmental Research and Service, U of O.

\*\*Source: Staff Estimate

Canby Comprehensive Plan

**TABLE SEVEN**  
*Racial Characteristics of the Population*  
 1960 - 1980

Total	Canby		Clackamas County (000)		Oregon (000)	
	#	%	#	%	#	%
1960	2,168	100	113.0	100	1,788.7	100
1970	3,813	100	166.1	100	3,091.4	100
1980	7,659	100	241.9	100	2,633.1	100
White						
1960	2,163	99.8	112.3	99.3	1,732.0	97.9
1970	3,778	99.0	164.2	98.9	2,032.1	97.1
1980*	7,423	96.9	235.7	97.4	2,496.4	94.8
Negro						
1960	4	0.2	0.1	0.1	18.2	1.0
1970	10	0.3	0.4	0.2	26.2	1.3
1980*	9	0.1	0.8	0.3	37.5	1.4
Other						
1960	1	-	0.7	0.6	18.5	1.1
1970	25	0.7	1.5	0.9	33.0	1.6
1980*	227	3.0	5.5	2.3	99.3	3.8

Source: Economic Indicators, 1971, CRAG

\*Source: Population and Housing Trends, 1950-1980, Bureau of Governmental Research and Service,  
 University of Oregon

**TABLE EIGHT**

*Poverty Indicators, 1969-1979*

	<i>Canby</i>	<i>Clackamas County</i>	<i>Oregon</i>
% of All Families Below Poverty Level	6.7 - 7.0	6.5	8.6
% of All Persons in Families Below Poverty Level	5.4 - 8.9	6.6	8.7
% of All Children in Families Below the Poverty Level	4.2 - 11	7.9	10.8
% of All Persons Age 65 and Over Below the Poverty Level	25.2 - 11.8	21.9	24.3
% of All Homeowner Households Below the Poverty Level	9.3 - *	7.7	9.7
% of all Renter Households Below the Poverty Level	17.9 - *	15.3	20.7
% of All Households Below Poverty Level - Which Lack Plumbing Facilities	10.0 - 0.1	33.5	42.5

Source: Income and Poverty Data, 1969, Bureau of Governmental Research and Service, University of Oregon.

1980 Census

\*Not Yet Available

Canby Comprehensive Plan



**TABLE NINE**

**Education: Years of School Completed  
(Persons 25 years of age and over)**

Schooling		Canby (%)		Clackamas County 1970	Oregon 1970
		1970	1980		
Elementary:	None	1.0	} 10.9	0.6	0.7
	1-4	1.7		1.4	1.6
	5-7	7.2		5.1	5.9
	8	14.7		11.9	13.2
High:	9-11	16.2	12.0	17.3	18.5
	12	39.3	41.0	35.8	35.0
College:	1-3	13.2	21.8	14.1	13.3
	4	6.5	14.5	13.8	11.8
Median Year Completed:		12.2	Unknown	12.4	12.3
% High School Graduates:		59.0	77.0	63.7	60.0

Source: General Social and Economic Characteristics, Oregon, 1970 Census of Population.

Census Bureau, 1980

**TABLE TEN**

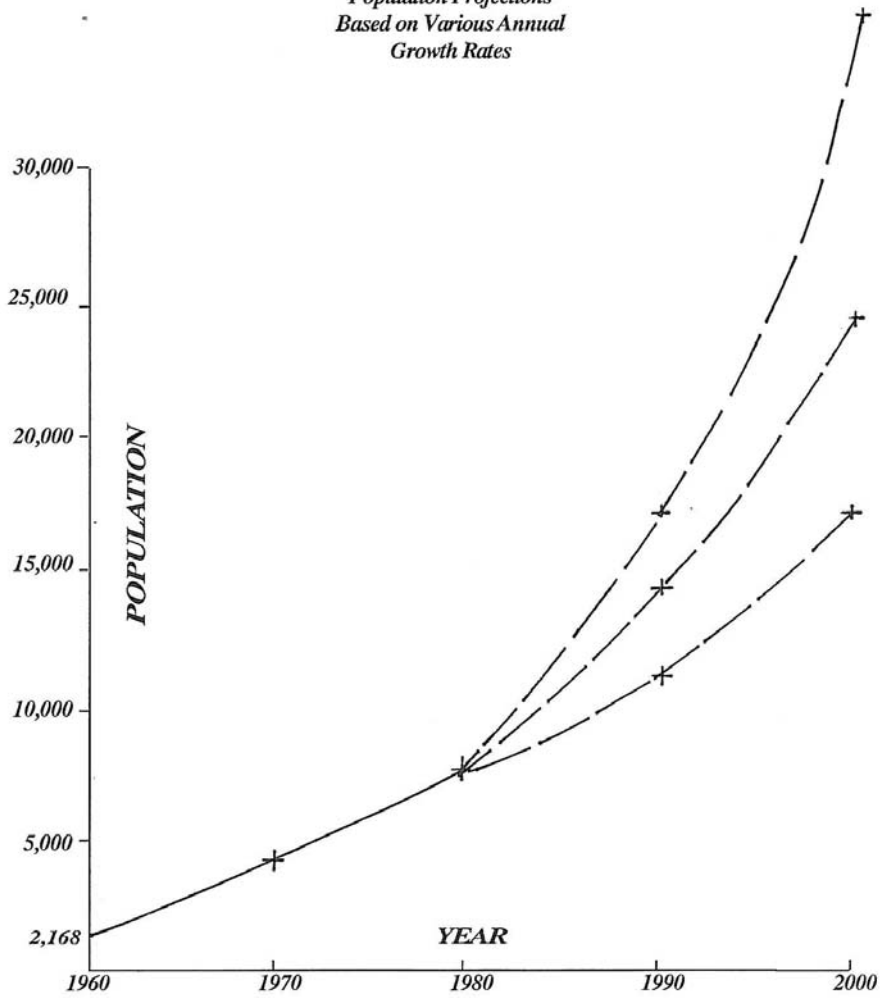
**Population and Percent Change in Population  
1950-1980**

	1950	1960	1970	1980
Population	1671	2168	3813	7659
Percentage Change	29.1	75.9	100.9	358.3

Source: Population and Housing Trends, 1950-1980, Bureau of Governmental Research and Service, University of Oregon

**TABLE ELEVEN**

*Population Projections  
Based on Various Annual  
Growth Rates*



Canby Comprehensive Plan

## *CITIZEN INVOLVEMENT ELEMENT*

### **GOAL: TO PROVIDE THE OPPORTUNITY FOR CITIZEN INVOLVEMENT THROUGHOUT THE PLANNING PROCESS**

#### **BACKGROUND**

Canby has relied heavily on the participation of its citizenry throughout the planning process. The City's first Planning Commission was formed nearly 30 years ago to advise the City Council and render decisions on land use issues. In 1973, the City set out to prepare a Comprehensive Plan and started by forming citizen groups, which soon evoked the participation of literally hundreds of local residents. That effort resulted in the publication of numerous documents on subjects ranging from "growth" to "transportation." The contents of many of those documents were condensed with the result being the "Interim General Plan" which was formally adopted by the City Council in 1976. It is somewhat ironic that one of the deficiencies of the 1976 Plan was its lack of a clearly delineated program for on-going citizen participation, considering the fact that a great deal of such participation had gone into the preparation of the Interim General Plan.

In other ways, as well, the Interim General Plan failed to meet the criteria of the Statewide Planning Goals, thereby leaving the City in the position of having no state-approved Comprehensive Plan. The City Council sought to remedy this by once again delving into the business of preparing a Comprehensive Plan. In 1977, the City Council adopted Resolution 219 which created a "Committee for Citizen Involvement" consisting of five persons who were to prepare a plan for on-going citizen participation. In actuality, the main function of that group was to make recommendations to the City Council for appointments to the Citizen's Advisory Committee (CAC).

In 1978, the City Council appointed a nine-member CAC at the recommendation of the Committee for Citizen Involvement to provide citizen participation in the development of the Comprehensive Plan. Working with staff members and consultants over a period of about 18 months, the CAC played the role customarily played by Planning Commission in the preparation of the Plan. This included weekly meetings, which were open to the public, occasional "open house" sessions to display work in progress, and even a public hearing. The CAC submitted its Draft Comprehensive Plan to the City Council in March 1980, for final revision and adoption.

In an effort to encourage public participation in the completion of the Comprehensive Plan, the City went to unusual lengths to notify residents of the hearings on the Plan. These included posting notices in conspicuous places around town, legal advertisements and special articles in the local newspaper, special coverage in other newspapers which have a wide circulation in this area, notices mailed to each of the individuals and agencies who had received copies of the Draft Plan for review, and by special notices mailed to all of the customers of the Canby Telephone Association with their bills.

Citizens are, of course, involved in the planning and operation of the City in other on-going ways besides the CAC. All Planning Commission, Budget Committee, Utility Board and City Council meetings are publicized and open to the public. Executive sessions are occasionally called to discuss personnel matters or other items specifically allowed by State law (i.e., ORS Chapter 192), but citizen participation is encouraged in all but the most unusual circumstances. When conducting public hearings on items such as zone changes, the City has traditionally notified residents well beyond the required area and made extra efforts for newspaper coverage – all in an effort to involve citizens in the decision-making process.

The City Council relies on a number of different citizen committees for advice on matters ranging from traffic safety to the fiscal budget. As the City continues to grow, it will be necessary to improve the organization of these different bodies in the interest of efficiency, but it is obvious that citizens will continue to play a major role as appointed officials of the City.

After the completion of the draft Comprehensive Plan in 1980, the Citizens Advisory Committee ceased conducting regular meetings. It became apparent that the CAC was actually regarded as an ad-hoc group; existing for the express purpose of preparing the Comprehensive Plan. The only group, which has continued to meet regularly and receive citizen input on planning matters, has been the City Planning Commission.

### **FINDING NO. 1**

The Citizens Advisory Committee (CAC) essentially completed the task it was formed to accomplish: overseeing the preparation of the Comprehensive Plan. The Committee for Citizen Involvement (CCI), although it did not complete all that it was originally intended to accomplish, has served the basic function of recommending persons for appointments to the CAC. It now appears to be both timely and logical that the City's citizen involvement program be formally reorganized. Given the fact that the Planning Commission has continued to serve as a lay body of citizens, which receives input from the public and gives advice to the Mayor and City Council, it appears logical to formalize the role of the Planning Commission as the Citizen Advisory Committee of the City.

**POLICY NO. 1: CANBY SHALL REORGANIZE ITS CITIZEN INVOLVEMENT FUNCTIONS TO FORMALLY RECOGNIZE THE ROLE OF THE PLANNING COMMISSION IN MEETING THE SIX REQUIRED CITIZEN INVOLVEMENT COMPONENTS OF STATEWIDE PLANNING GOAL NO. 1, AND TO RE-EMPHASIZE THE CITY'S COMMITMENT TO ONGOING CITIZEN INVOLVEMENT.**

### **IMPLEMENTATION MEASURES:**

- A) Members of the Planning Commission will continue to be appointed through an open, well-publicized public process. As required by State law, Planning

Commission members will represent diverse interests and areas of the community without domination by any given special interest group.

- B) Repeal Resolution 219 and specify that the Planning Commission will become the entity, which is primarily responsible for the citizen involvement functions of the City.
- C) Amend the Land Development and Planning Ordinance to specify that the duties of the Planning Commission will include assisting the governing body with the development of a program that promotes and enhances citizen involvement in land use planning, assisting in the implementation of the citizen involvement program and evaluating the process being used for citizen involvement.

**FINDING NO. 2**

Unfortunately, it was discovered that some of the City's procedures, which were intended to encourage citizen involvement, actually had the opposite effect. Many citizens complained about the process, which required duplicate hearings before the Planning Commission and City Council on various types of land use and development applications. These procedures were greatly simplified with the adoption of the Land Development and Planning Ordinance (No. 690) in 1981, thereby reducing the confusion felt by many citizens. Each of the six Implementation Measures listed for Policy No. 2, when the Plan was adopted in 1981, have been put into effect. The Policy has been retained because it represents a valid objective for the City's ongoing planning process.

**POLICY NO. 2: CANBY SHALL STRIVE TO ELIMINATE UNNECESSARILY COSTLY, CONFUSING, AND TIME CONSUMING PRACTICES IN THE DEVELOPMENT REVIEW PROCESS.**

**FINDING NO. 3**

As adopted in 1981, the Comprehensive Plan failed to include a schedule to be used in reviewing and updating the Plan. The Plan and implementing ordinance (Ordinance No. 690) did include procedures and standards to amend the Plan, but no timetable was firmly established. In order to assure that the Plan is reviewed frequently and up-dated as necessary, a two-year cycle should be established.

**POLICY NO. 3: CANBY SHALL REVIEW THE CONTENTS OF THE COMPREHENSIVE PLAN EVERY TWO YEARS AND SHALL UPDATE THE PLAN AS NECESSARY BASED UPON THAT REVIEW.**

**IMPLEMENTATION MEASURES**

- A) The Planning Commission shall schedule a place on its agenda at each regular meeting where it will hear public comments on any matters affecting the Comprehensive Plan or the City's planning program.
- B) The Planning Commission will meet with its staff at least once in every odd numbered year for the purpose of preparing a written report to the City Council on the status of the Comprehensive Plan.
- C) The procedures and standards for more frequent Plan amendments established in the Land Development and Planning Ordinance will continue to be utilized as necessary.

## **URBAN GROWTH ELEMENT**

**GOALS: 1) TO PRESERVE AND MAINTAIN DESIGNATED AGRICULTURAL AND FOREST LANDS BY PROTECTING THEM FROM URBANIZATION.**

**2) TO PROVIDE ADEQUATE URBANIZABLE AREA FOR THE GROWTH OF THE CITY, WITHIN THE FRAMEWORK OF AN EFFICIENT SYSTEM FOR THE TRANSITION FROM RURAL TO URBAN LAND USE.**

### **BACKGROUND**

Like many other cities in the Willamette Valley, Canby finds itself facing the conflict between urban growth and the protection of lands which have a high potential for agricultural or timber productivity. The City recognizes the importance of each of these conflicting land uses and will, through the implementation of this Plan, attempt to minimize the adverse impacts of urban growth.

The basically level terrain and the specific soil types of the Canby area create a situation where most of the land is physically ideal for either agricultural or construction purposes. Unfortunately, residential land uses are generally not compatible with agricultural pursuits. Homeowners often complain about the dust or odors produced on nearby farms, and farmers complain about harassment, trespassing and vandalism which often come from nearby residents. In some cases, courts have even found farmers to be “nuisances” because of their conflicts with nearby residential areas.

The City of Canby recognizes its obligation to provide ample opportunities for urban growth as well as its obligation to protect valuable resource-producing lands for future generations. Some farm land will inevitably be converted to urban use in the natural course of City growth, but Canby is committed to avoid wasteful or damaging development practices and will strive to guide the course of growth away from the most valuable agricultural and forest lands.

The process of converting land from a rural to an urban condition is termed “urbanization.” Canby is fortunate, when compared to many other Oregon cities, because there is relatively little land immediately beyond the City limits, which has already been allowed to become urban. This enables Canby to use annexation as a tool to determine which areas will become urbanized and which will not. The City has held to a policy of not extending urban services (sewer, water, police protection, etc.) to developments beyond the City limits, thereby assuring that the annexation of land will precede the provision of services.

Through the adoption of the Statewide Planning Goals, the State of Oregon has established the system through which all cities and counties are to determine urban growth boundaries. The adoption of an Urban Growth Boundary (UGB) is a major

planning tool to determine the City's long-term growth needs and to determine the appropriate public facilities and services to accommodate such growth.

Once the Urban Growth Boundary has been established, it becomes part of the City and County Comprehensive Plans and is a legally binding statement of where urbanization will be allowed to occur during the planning period (approximately 20 years). In essence, the Urban Growth Boundary identifies where the city will grow within that period. It identifies the general area in which City facilities and services will be extended and the general area in which annexation will occur from the present until the year 2000. The establishment of an Urban Growth Boundary does not necessarily require that all land within the boundary be annexed to the City, or that City services be extended to all such land. But it indicates the City's willingness to annex and supply urban services to the area, as the required annexation criteria are met. There are provisions in the Statewide Planning Goals for making changes in the Urban Growth Boundary, but it can be anticipated that efforts to make major changes would require a great deal of substantiation and lengthy review proceedings. In summary, the Urban Growth Boundary establishes the parameters within which the City will grow. It is a land use projection to approximately the year 2000 and sets "subject to period review, the limit of urban land use" for that period.

Considering all of the Statewide Planning Goals in an overall context, there is a demonstrated need for Canby's Urban Growth Boundary to accommodate long-range urban population growth. Canby has chosen not to base its planning upon specific population projections for fixed points in the future. In the interest of cooperating with Clackamas County, the City has estimated a year 2000 population forecast of 20,000 persons. The overall planning perspective has been one of preparing for a population of 20,000 recognizing that that number of people could be reached sometime before the year 2000.

Such things as birth and death rates have little impact on a city the size of Canby. The sparsity of existing development surrounding the City indicates that there will be no significant population increases through the annexation of developed territory. This means that almost all of the anticipated growth will occur through in-migration of new residents.

It is a basic assumption of this Plan that past trends will generally continue and a significant number of people will continue to want to move to Canby from elsewhere. Canby experienced a phenomenal growth rate from about 1960 to 1980 (averaging well over 6.5 percent per year) indicating strong preference for this area. Such growth is expected to resume with the easing of the current recession.

Some of the things which have attracted large numbers of people to Canby in the past (e.g., small town character, easy commute to Portland and Salem, moderate tax rate, rural surroundings, etc.) are likely to change somewhat in coming years. Still, Canby is expected to remain a place where people will be attracted to live. The few miles of open space separating Canby from the urbanized Portland Metropolitan Area will help to



maintain the unique character which continues to attract new residents seeking an escape to a less urban life style. Based upon past growth experiences of Beaverton, Hillsboro and Gresham, it is apparent that this sort of attraction continues even after the smaller outlying cities reach populations in excess of 20,000 people.

If the growth rate of the past 20 years was used as a basis for a projection for the next 20 years, Canby would have almost 30,000 people. Even in view of the other constraints to rapid growth, it appears to be quite conservative to expect the City to grow to accommodate 20,000 people in this planning period. On a strictly statistical basis, a somewhat higher figure could be projected, but the external variables such as political decisions, availability of public services, and preferences of potential new residents all tend to diminish the accuracy of such statistical projections.

The overall population density of the City of Canby has gradually increased through the years. It is assumed that the implementation of provisions contained in the Housing and Land Use Elements will result in an overall increase in the density of residentially-zoned land, but the City's firm commitment to increasing industrial development will prevent the overall population density from increasing significantly.

Canby's Urban Growth Boundary has been designed to meet the community's needs for housing, employment opportunities, and livability. To a certain extent, Canby has been a "bedroom" community for Portland and Salem. Although not a typical suburb, the growth of Canby over the last 20 years has been similar to the growth of many suburbs. The City hopes to moderate this trend by increasing industrial development. This comprehensive planning effort is not based on a "pie-in-the-sky" delusion that some major industry will locate in Canby and solve all of the area's tax base and employment problems. On the other hand, a number of industries have expressed an interest in locating in Canby because of the City's rail and highway access, the pleasant community atmosphere for employees, and the City's location outside of the Portland Air Quality Maintenance area (AQMA). The two biggest constraints to industrial development in the past have been fairly restrictive zoning practices (with no areas zoned for heavy industry) and the lack of improved locations (such as industrial parks). The total Comprehensive Plan contains Policies intended to ameliorate those constraints. As a result, nearly a third of the total urbanizable area is designated for future industrial development, and the City will strive to provide the area with necessary urban facilities and services. A considerable focus on expanding commercial development is also included, recognizing the shopping and service needs of a growing population.

The need for increased housing opportunities is obvious in a City which has grown as rapidly as Canby. Measures outlined in the Housing and Land Use Elements are intended to assure that housing opportunities will be expanded to a wider range of residents. Housing densities are expected to increase with more innovative development techniques. Based upon the population density of developed residential areas within the present City limits, it can be estimated that nearly 1,200 gross acres of developable land will be needed for residential purposes within the Urban Growth Boundary. This is, of course, based upon other assumptions about the scope and design of the City's growth. It must

be noted that the residential areas must also provide space for schools, recreation areas, churches, and sufficient developable land to allow for normal vacancy rates. It is an indication of the increased efficiency of the City's Comprehensive Plan that the population is expected to nearly triple while the total City area will not quite double.

Canby's Urban Growth Boundary is based upon the orderly expansion provision of public facilities and services. After careful consideration of various growth management (growth limitation) techniques, the City of Canby has determined that it will take all reasonable steps to assure that public facilities and services are adequate in terms of design and capacity to keep pace with growth. It is recognized that the City will have to coordinate its Capital Improvement Programs very carefully with Clackamas County, with the local fire district, and with both the local school districts, in order to assure that the growing service needs of the area will be met over time.

Canby has demonstrated its commitment to the orderly expansion of public facilities through multi-million dollar improvements to the City's water and sewer systems. Canby's voters recently approved the sale of 3 million dollars in water bonds to meet the City's growing needs to the year 2000. Water bond improvements include new oversized lines in areas where future growth has been planned, especially the area designated for industrial growth southeast of the present City limits.

A reserve fund created by hook-up fees for the sewer system has been used to finance a recent "major overhaul" to the City's wastewater treatment plant. These improvements mark the first phase of expansion which will eventually accommodate 20,000 people.

Both the elementary and the high school districts face future overcrowding problems and can be expected to approach the voters with bond issues for new facility construction as the need arises. In an effort to coordinate its activities with these districts, the City may have to adopt growth limitation techniques if either of these districts is unable to deal with projected increases in student numbers. Such growth constraints are not expected to alter the City's strong growth trend over a long period.

Canby's Urban Growth Boundary is based partially on other Plan Policies which will assure the maximum efficiency of land uses within and on the fringe of existing urban area. Statewide Planning Goal No. 14 contains provisions which are clearly intended to prevent "leap-frog" development by assuring that urbanization occurs in a logical, step-by-step process. Canby is presently undergoing an in-fill development trend which should help to assure that this Goal requirement is met. Additionally, the "phased growth" policies developed in this Element are specifically intended to assure that future annexation will occur in a logical and efficient manner.

The City of Canby has not always controlled its growth in a manner which was orderly and efficient. The City has come a long way in terms of development review over the last 20 years. Canby will not annex another "finger" of land in a rural area, unless there exist some extremely significant public benefits as a result of this action and the

annexation can be supported by standards and criteria established in the Comprehensive Plan and Implementing Ordinance.

Canby's Urban Growth Boundary has been based on consideration of environmental, energy, economic, and social impacts and consequences. There are undeniable adverse impacts which result from urban growth. Still, if planned properly, the consequences are much less significant than if the same amount of growth was allowed to occur in a random uncontrolled manner. This is one of the central themes of Oregon's Statewide Planning Goals. Realistically, it is not possible to give more than a cursory view of the consequences resulting from Canby's Urban Growth Boundary. A detailed account would require volumes of esoteric technical information.

The most obvious environmental consequence of the UGB is the conversion of hundreds of acres of agricultural land to urban uses. This is addressed in greater detail in the following pages. Other consequences include the loss of habitat areas for various field-dwelling animals, increased run-off from developed areas, local increase in air and water pollution, general increase in ambient noise levels, and loss of rural scenery.

Energy consequences are difficult to estimate. One assumption of the Plan is that the increases in local industry Canby will gradually move toward self-sufficiency. Realistically, this change cannot be expected very rapidly and Canby can be expected to remain essentially a commuter community for many years. This will result in obvious energy consequences, especially while the area lacks any effective mass transit system connecting Canby with the Portland and Salem areas.

Economic consequences of the UGB can be divided between public and private costs. Private costs will include constraints on the real estate market, particularly in terms of speculation for profit. Public costs should actually be reduced by the establishment of the UGB and capital improvement programming to help implement the Plan. As noted elsewhere, efficiency of public services has been a major reason for the establishment of the UGB as shown.

Properties within the UGB, but some distance from the present City limits, will face the prospect of limited development for a number of years (as the City grows in their direction). Overall private landowners within the UGB should experience more rapid increases in property values than those outside the boundary. Public economic consequences of the boundary will include both positive and negative things. The determination of the boundary and subsequent planning for land uses and public facilities will be of considerable economic benefit to City taxpayers because of the increased efficiency of supplying urban services. The City's willingness to accommodate growth, necessitating a boundary of the size shown, will result in certain costs to the taxpayers which are an unavoidable result of trying to supply urban level facilities and services to newly developing areas. These costs are often expressed through such things as bond measures for school construction or increased rates for various services.

No particular social consequences are expected to result from the UBG per se, although some social consequences can be anticipated as a result of increasing growth and urbanization. These consequences include changes in the City's political structure and changes in community identity. The loss of Canby's character as a small agricultural community may be the single most important change facing the community, in the light of the population growth rate of recent years. It is a change which is already well on its way towards happening.

Canby's Urban Growth Boundary has been developed in recognition of the importance of retaining agricultural land. Virtually all of the land around Canby is agricultural, as defined in LCDC's Goal No. 3. It is almost all Class I and II soils with a history of good productivity. Nearly all of the surrounding land has been actively farmed at some point in the past, and much of it continues to be farmed at this time.

Following the most logical course in evaluating agricultural land, and determining whether it should be urbanized, two criteria are of primary importance:

- A) Is the land already committed to urbanization; or
- B) Is the land clearly needed for urbanization.

In Canby's case, relatively little of the land beyond the City limits can be said to be "committed" to urban use. Land to the north and northeast has been divided into relatively small lots (averaging less than 5 acres in size) which will greatly reduce the agricultural potential of those areas, but only some of the area can really be labeled as "committed" to urbanization.

A more important factor in the Canby area is the second criterion: *need*. Canby is expected to generally continue to grow, following the course it has set for approximately the last 20 years. Projecting that trend into the future, it can be shown that the City will need about 1,500 acres of land which is presently agricultural by definition. Another aspect of the "*need*" issue involves a determination of which area is the most appropriate to undergo this conversion to "urbanizable" status. Because of the complexities of such a decision, all of the Statewide Planning Goals, as well as public input, have had to be considered in the process of determining Canby's UGB. A major factor in the City's selection of properties which have been included within its UGB has been the long-term potential for continued agricultural productivity.

Canby has recognized the importance of the compatibility of proposed urban uses with nearby agricultural activities.

It is extremely difficult to avoid conflicts between residential developments and nearby agricultural operations. Distance is one of the only real "buffers" which averts such conflicts. Industrial uses are usually compatible with agriculture, and commercial uses may or may not pose a problem. Residential uses, other than farm dwellings, almost

always create such conflicts. Most of the land in the City's UGB will be developed residentially, so the potential for conflict is significant.

The City's Comprehensive Plan recognizes the importance of agriculture in the Canby area. The City will use what tools are available through the development review process to minimize the conflicts between residences and farms. Basically, this will mean encouraging cluster developments or other innovative designs to provide as much separation between dwelling units and farm land as possible.

How does a community go about determining the amount of land needed for urban growth? There are different methods being used to compute the amount of land needed for urban growth. Some are based upon straight-line projections of existing conditions (based on the assumption that each type of land use will grow at the same rate). Others represent little more than local political preferences which may, or may not, be supported by statistical evidence. In Canby, however, an effort has been made to relate the City's growth needs to specific land use projections which have been based upon forecasts of changing community needs. These forecasts recognize that changing housing characteristics will result in higher densities and, therefore, less acreage to accommodate residential growth than would be needed if past trends were projected into the future. On the other hand, the proportions of land needed for recreational, education, commercial, and industrial development are all extended to increase relative to the rate of population growth.

The City's Urban Growth Boundary is based upon a consideration of all of these factors, as well as the other required considerations of Statewide Planning Goal No. 14. Unlike many communities where urban growth boundaries were established prior to the completion of the other elements of the Comprehensive Plan, Canby has included its UGB process as an integral part of the overall comprehensive planning process. This means that Canby has had the opportunity to consider its long-range growth needs in the context of the total Comprehensive Plan; weighing industrial expansion against aesthetics, housing needs against agricultural land preservation, transportation needs against projected maintenance costs, etc.

The result of all of these considerations has been a determination that Canby can be expected to nearly double in area over the next 20 years, during which its population will almost triple.

For a more detailed explanation of the figures presented here, and findings in support of the acreage totals, see the *LAND USE ELEMENT*.

Canby's planning process has identified two areas of particular concern to the community which are beyond the UGB. These two areas, a tract of farm land and rural homesites to the northwest of the City and the industrial area to the southwest, are each of special concern because of the role they are expected to play in Canby's future. At some point beyond the present planning period, it is recognized that the City may wish to include these areas in some future Urban Growth Boundary. Besides the obvious constraints in

terms of the number of acres which the City can reasonably include within the UGB, these areas have been left out of the present boundary for the following reasons:

- A) The “*Dual Interest Area Agreement*” signed by the City Council and Board of County Commissioners includes recognition of the significance of these areas to the City. The County is not expected to allow development in either of these areas which will result in planning conflicts with the City.
- B) The development potential of the Barlow area is significantly hindered by its location within a flood plain. While not precluding development, the flood hazard and the resulting development restrictions mandated by Canby’s participation in the Federal Flood Insurance Program reduce the desirability of the area for industrial development. The reluctance of the federal government to financially sponsor industrial park developments in flood plains will hamper organized development efforts.
- C) The area to the northwest of the City is highly regarded for its agricultural productivity. In past annexation hearings before the City Council (e.g., Lindsay Soft Water Co. application, 1979) much public testimony and the comments of agricultural experts have been received in support of maintaining this area in agricultural usage. In fact, the City Council specifically noted during the public hearings on the draft Comprehensive Plan that testimony received during prior quasi-judicial hearings was still regarded as pertinent to this area at this time.

**FINDING NO. 1**

In order to assure consistency between land use decisions made by the City and those made by Clackamas County, the two entities have signed a Cooperation Agreement. This agreement serves several purposes, all of which are intended to assure that City and County Plans will mesh effectively with one another. The agreement indicates a City population projection of 20,000 people by the year 2000, thereby helping the County to determine the portion of regional growth which can be anticipated in Canby. The agreement makes it very clear that each unit of government will be encouraged to comment on the development plans of the other entity which might have some local impact. The agreement also creates an “area of mutual planning concern” beyond the UGB, within which the County will give special consideration to City concerns. The City and the County have agreed to renegotiate the agreement, if necessary after five years.

**POLICY NO. 1: CANBY SHALL COORDINATE ITS GROWTH AND DEVELOPMENT PLANS WITH CLACKAMAS COUNTY**

**IMPLEMENTATION MEASURES:**

- A) The City shall provide the County with the opportunity to review and comment on proposed land use actions within or by the City which will clearly affect lands or facilities or services within the Urban Growth Boundary prior to City action. Such proposals may include:
- Comprehensive Plans, or Plan Amendments, including any proposed changes in land use designations or policies.
  - New or amended planning Implementation Ordinances and/or Measures, including, but no limited to, Zoning and Subdivision Ordinances.
  - Proposed land use actions within the City limits which would have a significant impact on lands, services, or facilities outside the City limits, including the following: rezonings; conditional use permits; subdivisions; planned unit developments.
- B) A special “coordination” area, is hereby established along with the Urban Growth Boundary. This area, lying immediately outside of the Urban Growth Boundary, represents the general geographical area where Canby and Clackamas County will continue to coordinate planning activities, including those pertaining to requests for changes in land use.
- C) County requests for comments on development proposals and other land use actions will be reviewed by City staff. If necessary, the staff may schedule such matters before the Planning Commission and/or City Council prior to responding to the County.
- D) Lack of comment by either entity to the requests of the other shall be considered the same as a “no objection” response.

**FINDING NO. 2**

The concept of using urban growth boundaries as a planning tool has been attacked as being too inflexible in the face of changing conditions. This could be a valid criticism if adequate amendment procedures are not provided. This does not mean that an urban growth boundary should be changed at the drop of a hat, without ample consideration of long-range impacts. Rather, it must be recognized that the natural changes which occur in the process of a community’s growth often necessitate changes to the urban growth boundary and to other aspects of a Comprehensive Plan. Any number of unforeseen things may occur which will necessitate changes to the urban growth boundary.

**POLICY NO. 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 UNFORSEEN CHANGES IN CIRCUMSTANCES. IMPLEMENTATION MEASURES:**

- A) Amendments to the Urban Growth Boundary are regarded as amendments to both the Canby and the Clackamas County Comprehensive Plans. The City will process applications for UGB amendments in the manner prescribed by City ordinance, giving special emphasis to the following considerations:
- Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities.
  - The orderly and economic provision of urban facilities and services.
  - Maximum efficiency of land uses within the current urbanizable area.
  - Environmental, energy economic and social consequences.
  - Compatibility of the proposed change with other Elements of the City and County Comprehensive Plan.
  - All other requirements of the Statewide Planning Goals.
- B) After action by the City Council, a recommendation shall be forwarded to the Board of County Commissioners in order to ensure coordination in any UGB amendments which may occur.
- C) City and County staff members shall meet and confer at least annually on Canby's Urban Growth Boundary in order to evaluate recent trends and consider amendments which may be appropriate.
- D) The City Council will re-evaluate the Urban Growth Boundary in the Spring of 1985 and on five-year increments thereafter. The Council may initiate boundary amendments at that time and will complete new coordination agreements with the Board of County Commissioners.



**FINDING NO. 3**

The essential purpose of establishing an Urban Growth Boundary for the City of Canby is to distinguish urbanizable land from land which is to remain rural throughout the duration of this planning period. This serves as a basic statement of the City's intent in terms of annexation and supplying urban services to areas which are now essentially rural.

**POLICY NO. 3: CANBY SHALL DISCOURAGE THE URBAN DEVELOPMENT OF PROPERTIES UNTIL THEY HAVE BEEN ANNEXED TO THE CITY AND PROVIDED WITH ALL NECESSARY URBAN SERVICES.**

**IMPLEMENTATION MEASURES:**

- A) A change in the use of urbanizable land uses designated on the Land Use Map of the Clackamas County Comprehensive Plan to uses shown on the City Comprehensive Plan shall only occur upon annexation to the City.
  - Development of land for uses on the City Comprehensive Plan will be encouraged to occur on underdeveloped lands adjacent to or encompassed by the existing City limits prior to the conversion of other lands within the boundary.
  - Urban facilities and services must be adequate in condition and capacity to accommodate the additional level of growth, as allowed by the City Comprehensive Plan prior to, or concurrent with, the land use changes.
- B) Within the unincorporated area, the County shall maintain zoning which requires minimum lot sizes in excess of five acres.
- C) Urban level facilities or services such as, but not limited to, public sewer or water systems, shall be provided only to areas that have been annexed to the City. Clackamas County will prevent densities and intensities of development which would necessitate the provision of urban services not planned for by the City. This would apply to urban development outside the Urban Growth Boundary as well as to development within the Urban Growth Boundary which the City is not yet prepared to annex.
- D) The adopted maps showing growth phasing shall be used as a general guideline for the City's outward expansion. Areas designated as Type "A" urbanization lands shall generally be annexed prior to those areas shown as Type "B", etc. Annexation which is not in keeping with the phased growth concept shall only be permitted when the following findings are made:

- Proponents of the proposed annexation have borne the burden of proving the appropriateness of the annexation. Such burden being greatest for those proposals which are least in keeping with the phased growth concept.
  - There will be some special benefit to the City overall as a result of the annexation which would not occur if the phased growth pattern was followed.
  - The annexation will result in no adverse impacts on the City's planned provision of public facilities and services.
  - The annexation is appropriate in terms of timing for City growth and development.
- E) Where such public facilities as sewer and water lines are provided within a road right-of-way, annexation and mutually compatible development shall generally be encouraged simultaneously on both sides of the road to assure maximum efficiency in the use of those services and to reduce development costs.

### ***LOCATIONAL FACTORS OF UGB***

Canby's UGB has been established in its present form for a variety of reasons. The total area within the UGB has been based upon the calculations of land needs included within the Land Use Element. A number of "locational" factors have also been considered as required by Statewide Planning Goal No. 14 (Urbanization).

The most obvious of these locational considerations is the flood prone and/or steeply sloping properties along the Molalla and Willamette Rivers. It is the City's intention to generally avoid annexing properties which will be prone to natural hazards such as these. For this reason, the bluff line above the Molalla River has been used as the southern limit of the UGB. No property to the west or south of the river has been included in the UGB. A great deal of discussion and public testimony over the past five years has centered on the prospect of future City expansion to the west or southwest, perhaps even including the incorporated area of the City of Barlow. The area has been identified as a "coordination" area between Clackamas County and the City of Canby. After weighing the various arguments for and against the inclusion of that area in Canby's UGB, the major factors influencing the decision to delete it were the flood-prone nature of much of the Barlow flats and the lack of existing or planned water, sewer, and electric service lines.

Potential agricultural productivity and difficulties in providing sewer service were major reasons for the location of the UGB on the City's northwest side. The property owned by the Industrial Forestry Association (IFA), including that part which is within the present City limits, has been deleted from the boundary at the urging of LCDC staff because it is neither "needed for" nor "committed to" urban development. Properties to the west of the main IFA holdings (along N.W. 22<sup>nd</sup> Avenue) have been excluded from the boundary

because of the difficulty of providing sewer service to such an isolated area when the IFA property is not to be served.

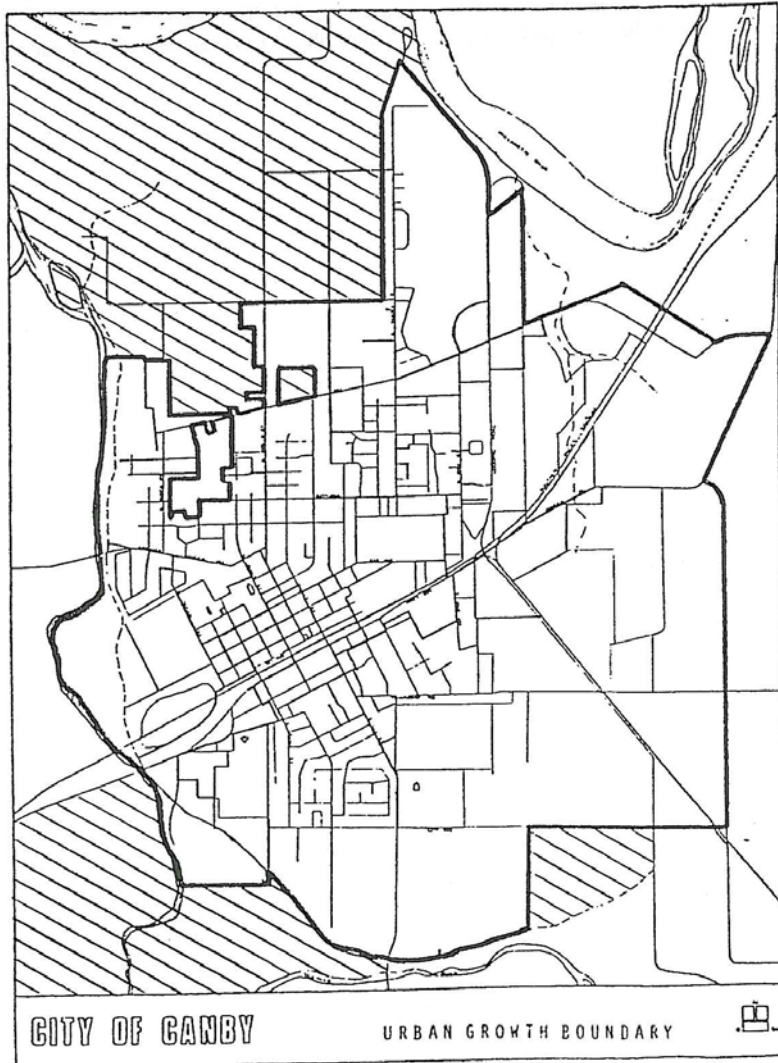
The property east of N. Holly Street and north of N.W. 22<sup>nd</sup> Avenue was not included within the boundary primarily because of concerns about the continued agricultural productivity of that area. Public testimony received on post annexation requests was noted at the time the boundary was set at N.W. 22<sup>nd</sup> Avenue.

A strip of land 150 feet in width has been included in the UGB on the west side of N. Maple Street to encourage the eventual expansion of the “half-street” to full City standards, and allowing sufficient development to render such a street improvement as economically feasible for the developer.

Along the northern limits of the UGB, the present City limits are followed from N. Maple Street to Territorial Road. Territorial Road is then followed to its terminus at S. Mulino Road. A portion of this area is bordered by Willamette River Greenway and was excluded accordingly. The remainder, and including the extension of the boundary along S. Mulino Road to Haines Road, was based largely upon the number of developed small lots (5 acres and less) existing in the area, as well as the fact that City services could be readily extended there.

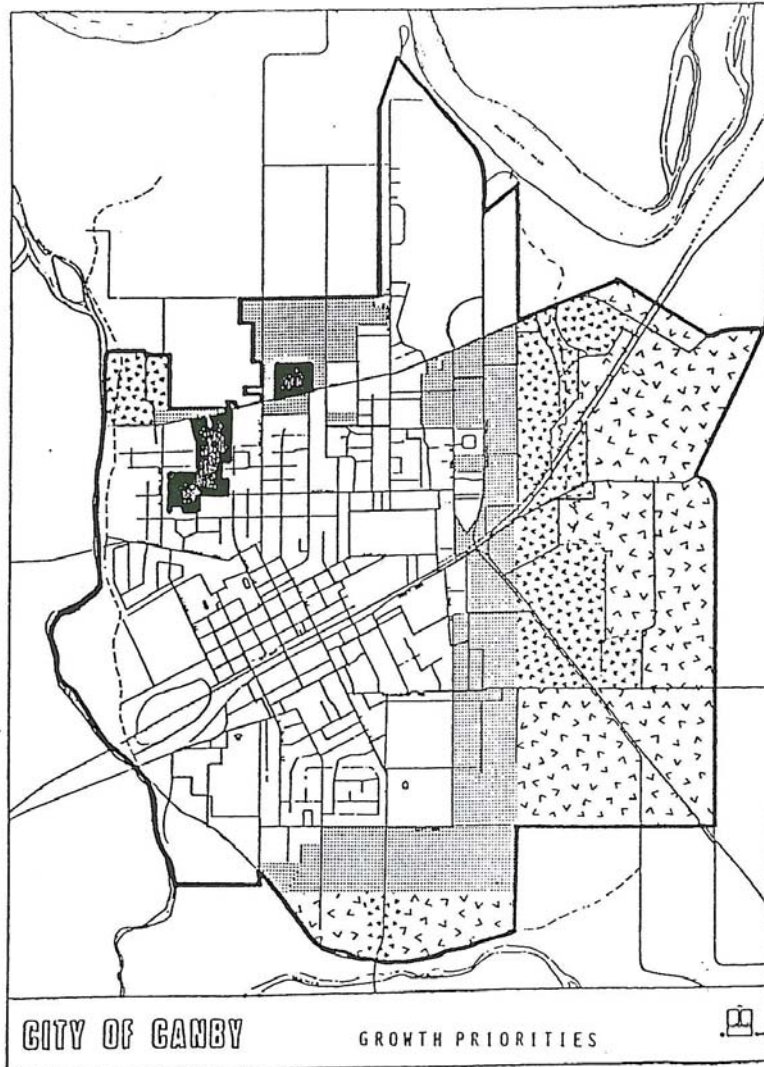
The decision to extend the boundary along S. Mulino Road to S.E. 13<sup>th</sup> Avenue (Mundorff Road) was based primarily on the fact that the area could be served by public water, gravity flow sewers, and electrical extensions from the Twilite Substation at minimum cost, while still allowing for adequate industrial growth in an area with fairly large acreage ownerships.

Continuing to the west along S.E. 13<sup>th</sup> Avenue, the UGB follows the road to a point where it turns to the south and back along the bluff line of the Molalla River. Several ownerships to the south and east of this line have been excluded from the boundary as set in 1981. These were deleted primarily because of their distance from the developed “core” area of Canby, the lack of available services, and agricultural use of property.






Canby Comprehensive Plan

### Urban Growth Boundary



CITY OF CANBY

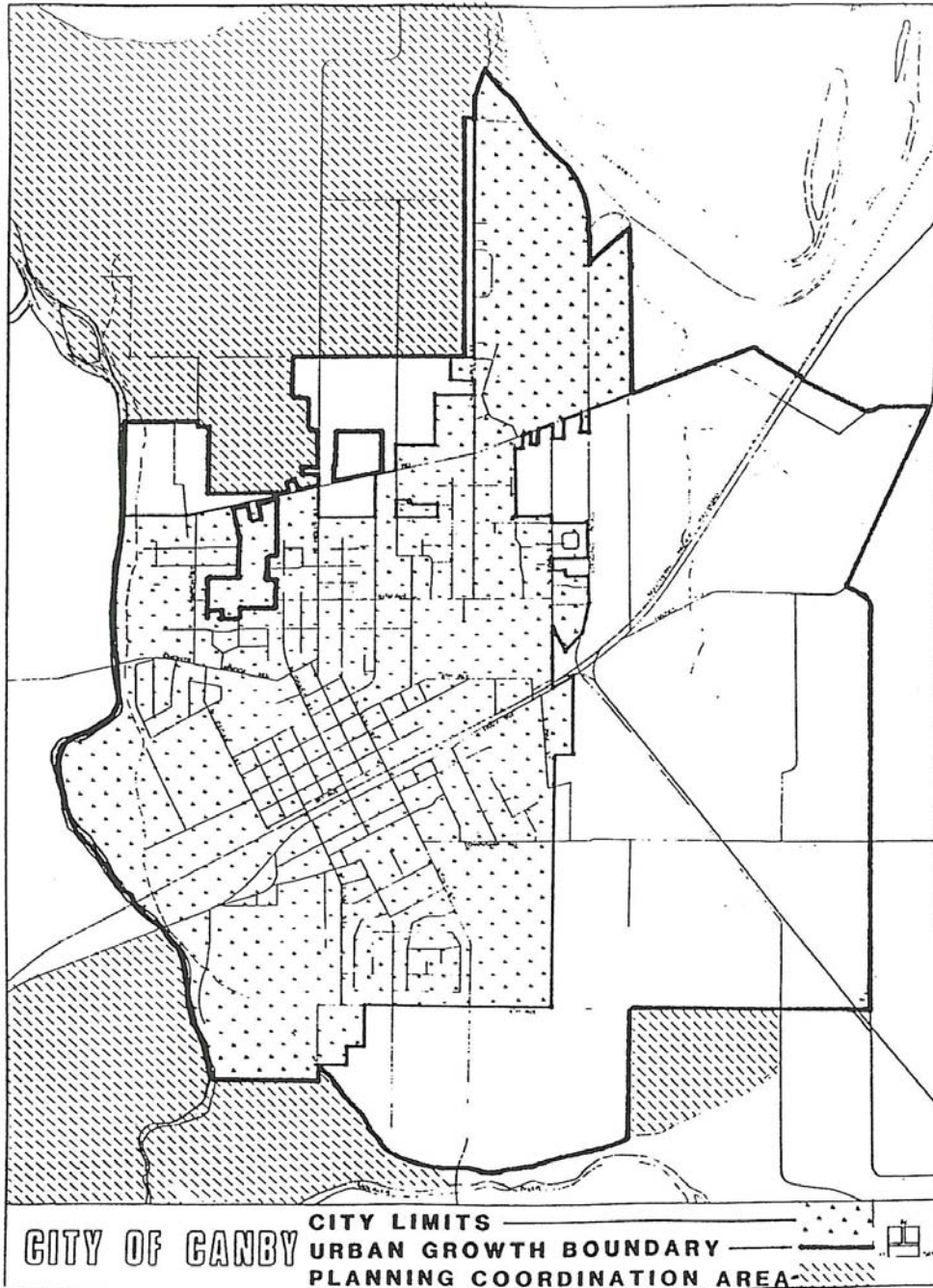
GROWTH PRIORITIES

- PRIORITY "A" 
- PRIORITY "B" 
- PRIORITY "C" 

NOTE: The locations shown on this map are generalized. More specific information can be gained from the official land use map on file in City Hall.

Canby Comprehensive Plan

## Growth Priorities



Canby Comprehensive Plan

City Limits, Urban Growth Boundary, Planning Coordination Area

## *LAND USE ELEMENT*

**GOAL: TO GUIDE THE DEVELOPMENT AND USES OF LAND SO THAT THEY ARE ORDERLY, EFFICIENT, AESTHETICALLY PLEASING, AND SUITABLY RELATED TO ONE ANOTHER.**

### BACKGROUND:

The Land Use Element is, perhaps, the most critical portion of the Comprehensive Plan. Included in this Element is the Land Use Map, which many people view as the essence of the entire planning program. While it is important that the Land Use Map not be stressed to a greater extent than the other portions of the Plan, it can be said that the Land Use Element brings together the policies of the other Elements.

Another equally important feature of the Land Use Element is the acreage data which it contains, based on the different land use categories. The number of acres designated for each of the specific land use categories has been based upon calculations of the City's future land needs and upon all of the various City policies affecting growth and development. The "justifications" required in Statewide Planning Goal No. 14 (Urbanization) are all addressed within the calculations contained in this Element.

By delineating the City's development preferences in a form which is intended to accommodate considerable long-term growth, the Land Use Element is closely related to all other Plan Elements. To adequately understand the Land Use Element, the reader must be at least generally familiar with the contents of the Housing, Transportation, Public Facilities/Services, Economy, and the Urban Growth Elements of the Plan. Judgments based solely upon the contents of the Land Use Element without consideration of the other Elements are likely to miss some critical aspects of the Plan.

As noted in the Goal, the Land Use Element is intended to guide the course of development. It is not intended to be specific to the degree that zoning is, but it is intended to adequately portray the City's official desires for land use for many years to come. The importance of this Element can be seen when one realizes that Canby is planning to grow to accommodate nearly three times its present population in the next 20 years.

The Land Use Element has not been designed to radically reshape the existing patterns of development within Canby. Instead, it has been based upon existing patterns with an extra emphasis placed upon increasing efficiency as growth occurs.

Increasing efficiency does not mean that the aesthetic qualities of life in Canby will be sacrificed to create utilitarian regimentation. Recalling the main objectives of the Comprehensive Plan, it can be seen that efficiency has a direct bearing on taxation and the provision of public services, both of which affect the residents' view of the quality of life in Canby. The concept of increased efficiency is somewhat like the concept of "highest and best use:" they are relative terms depending upon one's perspective. The

Land Use Element has the entire community of Canby, as it is now and as it is likely to become, as a focus for its perspective of efficiency and “highest and best use.” No individual property is more important than the overall community when determining appropriate development.

By guiding development, the Land Use Element should accomplish several things. These include the separation of incompatible uses or activities, the provision of adequate available space for each type of land use which is expected to develop, and maximizing the use of existing public facilities and services without over-burdening their capacity.

In order to best understand the types of changes Canby will have to undergo to accommodate 20,000 people, one must first be familiar with the community as it presently exists. Put another way, both the opportunities and the constraints to growth must be recognized.

Much of the relevant information about Canby’s opportunities and constraints to growth appears in other Elements of the Plan. For instance, the Public Facilities and Services Element points out that Canby’s recently expanded water system provides increased opportunities for growth while the information on flood and slope instability hazards contained in the Environmental Concerns Element could be regarded as constraints.

This Element, with its focus on Land Use, could be regarded in a similar way. By reviewing the present housing situation in Canby, we are able to see opportunities for more growth to occur, but we also see limitations which require us to look beyond the present City limits to new growth areas. In order to know how many additional acres will be needed to accommodate this growth, we must first determine how many more people can be expected to reside within the present City area. The same types of calculations and decisions have been made for every category of land use to assure that the Urban Growth Boundary will contain an adequate amount of land to meet the City’s needs, without containing more land than the City can reasonably be expected to need.

This process has centered on the three major categories of land use, residential, commercial, and industrial. Public ownership, agricultural uses, and other types of land uses have not been ignored, but they tend to affect fewer acres of land than the first three categories in Canby’s future. The following pages contain information on each of the major categories with a focus not only on the City’s future needs, but also the opportunities and constraints to each different kind of development.



## **RESIDENTIAL LAND**

### ***BUILDABLE RESIDENTIAL AREAS WITHIN THE PRESENT CITY LIMITS:***

There are a total of about 1,795 acres within Canby's present City limits. Vacant property within the present City area which has been designated for residential development totals approximately 135 acres, of which about 86 acres remain in fairly large parcels. The 49 remaining acres represent small individual lots scattered throughout the City.

Development of these 49 scattered acres will be hampered somewhat by their size and location, making them difficult to subdivide in a manner which will yield a very great population density. Some presently lack full urban services and will, therefore, be expensive to develop. For these reasons it has been assumed that the maximum potential development of these 49 acres will be at a density of only 3.2 units/acre. It is not likely that more than one or two of these lots will be used for any public or semi-public purpose, so the total area has been reduced by only 5 percent for such purposes in these calculation. An additional 5 percent has been reduced for rights-of way and easements, and a vacancy factor of 5 percent has been assumed. Using these figures and assuming that the population density of individual units constructed on these in-fill lots will be 2.6 persons/unit, the total population growth projected for these 49 acres is 348 people.

1. 49 acres less 2.5 acres (rights-of-way and easements) = 46.5 acres.
2. 46.5 acres less 2.3 acres (public and semi-public) = 44.2 acres.
3. 44.2 acres less 2.2 acres (vacancy) = 42 acres.
4. 42 acres with 3.2 units/acre = 134 units.
5. 134 units with 2.6 persons/unit = 348 people.

The 86 acres consisting of larger, more readily developed vacant residential land within the City is divided between low density, medium density, and high density designation. Approximately 49 acres of the total is found in the medium density category, with 31 acres in the low density, and only about six acres in the high density category. The total population expected to reside with the three categories combined is 1,110.

This number was determined by calculating the amount of in-fill development expected within each density category. The low density areas are expected to accommodate 263 people, based upon the assumptions that there will be 4.5 units per net acre and 2.6 persons per unit. The medium density areas are expected to receive 710 people, based upon assumptions of eight units per acre and 2.5 persons per unit. The high density areas are expected to accommodate 127 people, based upon 12 units per acre and 2.4 persons per unit. In each category 15 percent has been allocated for rights-of-way and easements, 10 percent for

public and semi-public uses, and a vacancy factor of five percent has been calculated.

***LOW DENSITY RESIDENTIAL***

1. 31 acres less 4.7 acres (rights-of-way and easements) = 26.3 acres.
2. 26.3 acres less 2.6 acres (public and semi-public uses) = 23.7 acres.
3. 23.7 acres less 1.2 acres (vacancy factor at 5 percent) = 22.5 acres.
4. 22.5 acres with 4.5 units per acre = 101 units.
5. 101 units with 2.6 persons/unit = 263 people.

***MEDIUM DENSITY RESIDENTIAL***

1. 49 acres less 7.4 acres (rights-of-way and easements) = 41.6 acres.
2. 41.6 acres less 4.2 acres (public and semi-public) = 37.4 acres.
3. 37.4 acres less 1.9 acres (vacancy factor at 5 percent) = 35.5 acres.
4. 35.5 acres with 8 units/acre = 284 units.
5. 284 units with 2.5 persons/unit = 710 people.

***HIGH DENSITY RESIDENTIAL***

1. 6 acres less .9 acre (rights-of-way and easements) = 5.1 acres.
2. 5.1 acres less .5 acre (public and semi-public uses) = 4.6 acres.
3. 4.6 acres less .2 acre (vacancy factor at 5 percent) = 4.4 acres.
4. 4.4 acres with 12 units/acre = 53 units.
5. 53 units with 2.4 persons/unit = 127 people.

The combined total of persons expected to be added to Canby's population through in-fill development equals 1,448 (i.e., 348 plus 1,110 = 1,458). However, this number should be reduced by 262 to account for the inhabitants of the 97 existing units in commercial and industrial areas which are expected to be removed or converted to non-residential uses through the course of the planning period (i.e., 97 x 2.7 persons/unit = 262). Therefore, the total population increase expected within the present City limits is 1,186.

***RESIDENTIAL DEVELOPMENT IN THE URBAN GROWTH BOUNDARY***

The City of Canby has already taken a number of aggressive steps towards expanding housing opportunities. With the adoption of Ordinance No. 690 in 1981, the potential for smaller lot sizes, greater diversity of housing type, more creative development design, higher densities, greater efficiency of residential acreage, and expanded opportunities for mobile and modular home development all were sanctioned by the City. The rules were written to minimize drastic changes within established neighborhoods, while still offering the widest possible diversity in new residential developments. Ordinance No. 690 marked a major effort to balance the cost of housing with the stability of the existing residential neighborhoods.

Unfortunately, the housing provisions of Ordinance No. 690 have been largely untested since its adoption two years ago. This has been caused more by the lack of low-interest residential financing than by any actions on the part of the City. Those developers who have contacted the City staff during this period have nearly all inquired about the density bonus provisions of the new ordinance. Some have researched the new mobile home development standards. Others have asked about the potential for a planned unit development on their property.

While the sparsity of development over the last two years makes it difficult to tell exactly what sort of track record Ordinance No. 690 has had, it is clear that Canby's future residential developments will generally follow a different course than those of the past. Based upon the economic characteristics of Canby households (a very diverse group, according to 1980 census data), it is clear that the widest possible range of housing prices and rent levels is needed. Canby is a place where both wealthy and poor people reside and where future housing opportunities must be provided for both groups, as well as for a considerable middle-class. Canby lacks the sort of urban infrastructure common to large cities (particularly in terms of fire protection) to allow for high-rise developments which can greatly increase residential densities. Instead, this community must rely on creative designs in one and two story structures as well as lower-cost forms of construction such as mobile/modular units and common-wall dwellings. Even common-wall modular units have been discussed by one developer as a means of keeping prices at a minimum.

With only minor amendments to the existing wording of the City's Land Development and Planning Ordinance sufficient housing diversity will be achieved. Based upon the calculations used in determining the acreages of the various land use designations within the Urban Growth Boundary, the following conclusions have been reached:

- Nearly 50 percent of the new residential units in low density areas are expected to be mobile or modular home units.
- The number of dwelling units per acre in future low density residential developments will be significantly higher than those of past developments. Approximately 30 percent higher (4.7/acre vs. 3.64/acre) for standard construction and 87 percent higher (6.8/acre vs. 3.64/acre) for mobile home developments.
- Greater diversity will be achieved within individual subdivisions through the use of the "lot size averaging" concept. Instead of a *minimum* lot size of 7,000 square feet, a 7,000 square foot *average* is required. This virtually assures that each subdivision will contain some less expensive lots of less than 6,000 square feet and some more expensive lots of more than 8,000 square feet. This also tends to improve subdivision appearance by discouraging monotonous patterns.

- New developments within low density areas will begin to include duplex and common-wall units. As many as 5 percent of new units are expected to be of this type.
- Planned unit development provisions, particularly those dealing with energy efficiency and other density bonus inducements, will be used in approximately 50 percent of new subdivisions and in nearly all where the development contains five or more acres.
- Condominiums, or unit-ownership rather than unit-rental, will increase in new higher density developments. More amenities and overall design consideration will be included within these developments as inducements to prospective buyers.
- Additional special housing projects for the handicapped and elderly will be developed, primarily because of the past success of such projects in Canby.
- The total number of new residential units to be constructed within Canby's urban growth area will be limited slightly by the existence of many lots which are less than 5 acres in size and by the more than 200 homesites scattered throughout the residential portions of the UGB. Both of these conditions will tend to constrain the design efforts of subdividers who are attempting to maximize the number of new units to be developed.
- The average number of persons per household will continue to decline gradually, as it has for a number of years. Mobile and modular units will be expected to average approximately 2.4 persons/unit (partly because of the continued practice on the part of some mobile home park developers of not allowing children). Standard construction units are expected to average 2.7 persons/unit.

**Low Density Residential: 1,140 gross acres**

1,140 gross acres	
<u>-240</u> acres for park/school acquisition	
900	
<u>-180</u> acres for public right-of-way and easements (20%)	
720	
<u>-036</u> acres for vacancy (5%)	
684 NET ACRES	

Mobile/Modular	Standard Construction
684	684
<u>x 40%</u>	<u>x 60%</u>
273.6	410.4
<u>x 6.8 units/acre</u>	<u>x 4.7 units/acre</u>
1,860 total units	1,929 total units
<u>x 2.4 people/unit</u>	<u>x 2.7 people/unit</u>
4,464 PEOPLE	5,208 PEOPLE

4,464 people in mobile/modular home developments  
5,208 people in standard construction units  
9,627 TOTAL PEOPLE IN LOW DENSITY AREAS

**Medium Density Residential: 12.3 Acres**

12.30 Gross Acres
- <u>2.46</u> Acres for public rights-of-way and easements (20%)
9.84
- <u>.49</u> Acre for Vacancy (5%)
9.34
<u>x 8</u> Units/Acre
75 Total Units
<u>x 2.5</u> People/Unit
188 PEOPLE

**High Density Residential: 52.4 Acres**

52.40 Gross Acres
- <u>10.48</u> Acres for public rights-of-way and easements (20%)
41.92
- <u>2.10</u> Acres for Vacancy (5%)
39.82
<u>x 14</u> Units/Area
557 Units
<u>x 2.4</u> People/Unit
1,337 People

***TOTAL YEAR 2000 RESIDENTIAL DEVELOPMENT:***

Existing Population (1980 Census)	7,659
In-fill Development (Present City Limits)	1,186
Future Growth Areas:	
Low Density Areas	9,672
Medium Density Areas	188
High Density Areas	<u>1,337</u>
	20,042

*NOTE:* It is assumed that there will be no school or public park acquisitions within the areas designated for medium or higher density residential use because of the relatively small areas within these classifications and because of their higher property values.

***TYPES OF RESIDENTIAL DEVELOPMENT ANTICIPATED DURING THE PLANNING PERIOD***

The density of residential development is expected to increase through the implementation of this Comprehensive Plan, even though relatively little additional land has been designated for “high density” development. Most importantly, the City of Canby feels that the administration of this Plan and implementing ordinance will result in greater housing opportunities for lower and moderate income groups.

As noted elsewhere, the City has already taken steps to allow increased density and greater design flexibility in areas designated for “lower density residential” development. These density and design provisions, as well as liberalized regulations for the siting of manufactured housing, are expected to adequately address Statewide Planning Goal No. 10 (Housing).

Future residential development, including both the in-fill of vacant residential land within the present City limits and new development within the Urban Growth Boundary, is expected to result in the following:

929	Duplex and Multi-Family Units
2,251	Single Family (Standard Construction) Units
1,998	Manufactured Housing Units

These calculations indicate that the number of duplex and multi-family units will increase in relation to the number of standard construction single-family units, and double their 1980 number of 744 multi- and 1,999 single-family units.

More important is the increase in the number of manufactured housing units from only 118 in 1980 to 2,136 by the end of the planning period. This represents a 16-fold increase in mobile homes and modular units.

The following calculations are offered in support of these figures:

1980 Residential Unit Count: 2,861 Total Units

744	Multi-Family and Duplex
1,999	Single Family (Standard Construction)
<u>118</u>	Manufactured Housing
2,861	

In-Fill Development of Present City Limits: 572 Total Units

167 Multi-Family and Duplex  
 267 Single Family (Standard Construction)  
 1. Manufactured Housing  
 572

Development in UGB: 4,626 Total Units

\* 762 Multi-Family and Duplex  
 \*\* 1,984 Single-Family (Standard Construction)  
 \*\*\* 1,880 Manufactured Housing

Total In-Fill Plus UGB Development: 5,198

Multi-Family and Duplex	167 + 762	=	929
Single Family (Standard)	267 + 1,984	=	2,251
Manufactured Housing	138 + 1,880	=	<u>2,018</u>
			5,198

**Footnotes**

\*Multi-Family and Duplex Development is expected to include:

205 Units in areas designated "Low Density"  
 28 Units in areas designated "Medium Density"  
529 Units in areas designated "High Density"  
 762 Units

\*\*Single Family (Standard) Development is expected to include:

1,929 Units in areas designated "Low Density"  
 27 Units in areas designated "Medium Density"  
28 Units in areas designated "High Density"  
 1,984 Units

\*\*\*Manufactured Housing is expected to include:

1,860 Units in areas designated "Low Density"  
 20 Units in areas designated "Medium Density"  
0 Units in areas designated "High Density"  
 1,880 Units

## ***MANUFACTURED HOUSING***

As noted in the Housing Element, Canby is not unique in the dilemma it faces in terms of housing shortages for low and moderate income persons. Where many cities have attempted to focus on new apartment developments to meet this need, Canby has determined that a greater need exists locally for expanded mobile and modular home developments. It has been recognized that manufactured housing units are constructed in the nearby communities of Woodburn and McMinnville and can easily be moved to Canby from the factories.

It has also been noted that, in spite of encouragement at the State level, opportunities for siting manufactured housing units in many of the communities surrounding Canby remain limited. Recent surveys of established mobile home parks and subdivisions indicate a very low vacancy rate in the surrounding area, with the existing parks within Canby actually having a waiting list. Just as some communities have placed their greatest housing emphasis on allocating more land for high density development, Canby has emphasized manufactured housing opportunities in view of the obvious demand.

Canby has structured its siting requirements for manufactured housing in a way which encourages subdivisions (or lot-by-lot ownership of the space where each unit sits) and also allows mobile home park developments where the spaces are rented. Each of these types of development can occur in any residential zone, subject to certain conditions. The past trend in Canby has shown that mobile home residents are more likely to own the unit in which they reside than are the residents of multiple family units. This trend may change somewhat in the future as condominium ownership increases, but still indicates a positive step towards acquisition of equity through unit ownership and a concomitant increase in vested interest in community issues. Canby's residents of manufactured housing units will not be the "trailer park transients" of the 1940's and 1950's. Although that negative image still persists for many people, Canby is committed to a position of supporting manufactured housing, as well as various density increases for other types of housing, as the best means of providing local housing opportunities for all segments of the population to the year 2000.



## ***INDUSTRIAL AND COMMERCIAL LAND***

Canby has chosen a course leading towards a great deal of future industrial development. This marks a change in direction from the past situation where no land was designated for heavy industrial development and the City made no active effort to recruit new development of this sort. This change in attitude has been a gradual one dating back to the mid-1970's. At that point, energy shortages were a prime consideration and the City was experiencing tremendous growth in both the residential and commercial sectors. New industrial development also occurred but was limited by the lack of appropriately zoned land with urban services already available.

It became apparent to those charged with planning Canby's future (the City Council, Planning Commission, and citizen groups) that changes were needed to make Canby more self-sufficient and less commuter-oriented. This meant providing more local employment opportunities. Commitments were made in the form of expansions to the City's water and sewer systems to serve new industrial developments. The water system expansion included not only a new source of additional water but also increased storage facilities and new, large diameter pipelines. The siting and sizing of these facilities were done in a manner which would accommodate the industrial development planned in the area southeast of the present City limits. Canby's residents have been paying for these improvements through their water rates since 1979 (the 3-million dollar General Obligation Bond is being retired on a revenue basis). In effect, the people of Canby have already invested in future industrial growth and they make additional payments towards this investment with every monthly water bill payment.

The exact type of industrial development which is likely to occur in Canby is difficult to predict. The "point system" approach to heavy industrial development which is specified in the City's zoning regulations is intended to allow for the widest possible range in types of industries, provided that their cumulative impact on the community is positive rather than negative.

Some assumptions about the types of industrial development can be made, however, because of the nature of the community. Existing major industries within Canby include an automobile battery factory, a glass bead manufacturing operation, a diving board factory, a "burlap" bag factory, a chair and "industrial seating" operation, a company manufacturing extruded plastic parts and a factory which produces fasteners for various packaging. This diverse group appears to have little in common, but there are some similarities. They all take advantage of Canby's relatively low electrical rates for industries. Some rely on Canby's rail access. They all rely on Canby's relatively good freeway access for trucking in materials and trucking out finished products. They benefit from Canby's location near both Portland and Salem urban areas without experiencing the drawbacks of locations within those larger cities. They all utilize Canby's work force which contains a mixture of unskilled, semi-skilled, and highly skilled workers. Most of these employees live in or near Canby and benefit from the ease of accessibility of their workplaces with no traffic jams, parking problems, or commuting headaches to deal with.

It is assumed that Canby's future industries will appreciate the same positive features as their predecessors. Additionally, Canby's location outside of Portland Air Quality Maintenance Area is likely to attract industries which do not wish to contend with the extra regulatory hassles of the big city. It is also assumed that industries will be attracted by the availability of level, easily developed property which is not prone to flooding or other hazards. This availability of property and the overall density/intensity of development in an outlying community like Canby are likely to lead to industrial development which is also somewhat less "dense" (in terms of employees per acre) than is common in big city industrial parks.

Canby's commercial development has historically included a mix of downtown shops, highway businesses, light manufacturing operations, scattered home occupations, and one small shopping center away from downtown. Business activity has seen a mild decline during the recession of the last few years, after a booming period paralleling the residential growth of the 1970's.

It is difficult to estimate the exact extent of Canby's market area beyond the present City limits. It is known that many shoppers regularly come to Canby from Aurora and Hubbard in Marion County, as well as from Barlow, Mulino, Needy, Monitor, Liberal and other outlying areas. Some even come from Pete's Mountain by crossing the Willamette River on the Canby Ferry. All of these outlying towns and neighborhoods, and much of the farmland between them, will see increased residential development over the next 20 years. Growth in these areas may well double the number of people coming into Canby to shop and do business. Even more important, however, is the amount of growth expected within the city. In fact, the effect of population growth on commercial activities is expected to exceed a typical one-to-one ratio. In other words, a doubling of population will result in more than a doubling of commercial activity. This has humorously been termed the "critical mass effect" on a small but growing community. For whatever reasons, such communities tend to reach a point in their development where they are sought out by large commercial enterprises such as motels, theatre complexes, and department stores and, to a lesser extent, even fast food chains. Judging by its present lack of such commercial operations it is apparent that Canby has not yet reached the point where outside investors are ready to attempt such developments. It should be noted, however, that City staff persons regularly received contacts from both motel and department store developers during the rapid growth period of the late 1970's. The common conclusion expressed to staff persons at that time was that they would be back for another look at Canby when its population exceeds 10,000. Two different department store representatives expressed certainty that their clients, or their competitors, would establish a development in Canby before the City's population exceeds 14,000.

### ***LAND NEEDED TO MEET COMMERCIAL AND INDUSTRIAL EMPLOYMENT PROJECTIONS***

1980 census information indicated that Canby had a total of 3,113 employed residents (or nearly 41 percent of the total local population). However, of those local residents with jobs only about one-quarter (i.e., 767) worked within the City limits. This is a very clear

indication of the extent to which Canby has become a commuter-community, with 75 percent of its work force traveling to a job site which is outside of the City. Minimizing this trend in the future through more localized employment opportunities has become a major City priority.

The City, through its new focus on economic development, to encourage new commercial and industrial growth, hopes to achieve a higher percentage of local people employed in local jobs. Canby's role as a service center to a considerable outlying population indicates that many local jobs will be filled by people who live outside the City limits. This trend is really unavoidable and simply means that enough job opportunities are needed to meet the needs of an expanding city and a growing rural workforce. As a year 2000 employment objective, the City intends to provide adequate area for a labor force of 10,000 persons. As many as half of that total are likely to live outside Canby.

Interestingly, nearly half of the total number of people who work within Canby at this time do not live within the City. Even more interesting is the low number of employed persons per acre in Canby's developed commercial and industrial properties. Based upon records of the Canby Chamber of Commerce and the City's business licenses, it was estimated that developed commercial areas presently employ approximately 705 persons (382 in the downtown commercial area and 323 in highway commercial areas), with developed industrial properties employing about 635 people. Based upon the acreage calculations of the developed portions of the City's various zones, it can be shown that the downtown area has only about 11.3 employees per acre, with the industrial and highway commercial areas having 7 and 4.5 employees per acre, respectively.

These numbers indicate a certain lack of intensity of development which is generally indicative of rural communities. More urbanized communities will often average more than 20 employees per acre in developed commercial and industrial areas. As Canby continues to grow and take on more urban characteristics, the intensity of its commercial and industrial development are expected to increase. In spite of this, this increased intensity of use is not expected to reach the 20 employees per acre level on a community-wide basis during this planning period.

Canby's downtown commercial area is expected to grow and undergo a redevelopment process over the next 20 years. Some of the older business structures will be removed and replaced by more modern facilities. Most of the homes which presently remain as non-conforming uses in the downtown area are expected to be removed in favor of commercial buildings. Some of these homes will be converted to commercial uses without being physically removed.

That portion of the land designated for downtown commercial development which is presently in commercial use is approximately 33.86 acres. Based upon the figure of 382 persons employed in that area, the average number of employees per developed acre is approximately 11.28 (i.e.  $382/33.86 = 11.282$ ). Assuming that future development in the downtown area is more intensive and utilizes more employees per acre, it has been estimated that 870 persons will be employed in downtown Canby by the year 2000. This

is based upon an increase in employees to 15 per developed acre, and an increase in total developed acres to the maximum area shown for downtown commercial development on the Land Use Map: 58 acres (i.e.,  $15 \times 58 = 870$ ).

The highway commercial development which presently exists in Canby includes a considerable mixture of uses. These include residential uses ranging from older single family dwellings, to apartment complexes and mobile home parks. As with the downtown area, the older dwelling units are generally expected to be removed over time. Existing commercial activities range from the City's only shopping center to more typical highway frontage uses such as service stations and fast food operations. Of the 95 acres of property within the present City limits which is designated for highway commercial use, slightly less than 72 acres is considered to be in developed commercial status. Based upon the figure of 323 persons presently employed in that area, the average number of employees per developed acre is approximately 4.49 (i.e.,  $323/72 = 4.486$ ). Increased intensity of development, the redevelopment of older residential units, and the annexation of approximately 14 acres of property which has been designated for highway commercial development all lead to an estimate that 872 persons will be employed in the highway commercial areas of Canby by the year 2000. This is based upon an increase in employees to 8 per acre, with 109 acres in highway commercial use (i.e.,  $8 \times 109 = 872$ ).

The area designated for residential/commercial use on the Land Use Map is presently almost entirely in residential use, although some home occupation businesses exist. The intended mixed-use nature of this category precludes intense commercial development. The ultimate development of the area by the year 2000 is not expected to result in more than 6 persons employed per acre. Thus, the total number of persons employed in the residential/commercial mixed use area is not expected to exceed 107 (i.e.,  $6 \times 17.8 = 106.8$ ).

The area designated for convenience commercial use on the Land Use Map is an isolated location which is still some distance from the present City limits. This small commercial area is expected to employ no more than 20 persons when ultimately annexed and developed.

The area designated for commercial/manufacturing use is property which has previously been designated for light industrial use but which is generally either vacant or underutilized. Some commercial or light manufacturing operations do exist in some parts of the total 72 acres in this category, particularly in the area near the high school, but the total number of persons presently employed in areas with this designation are believed to be fewer than 120. The ultimate development of the commercial/manufacturing districts are expected to be similar to the highway commercial areas, but with more of a manufacturing orientation. For this reason it has been estimated that the eventual development of commercial/manufacturing areas will employ a total of 576 persons (i.e.,  $8 \times 72 = 576$ ). This figure is based upon an estimate of 8 employees per acre throughout the commercial/manufacturing category.

Based upon these estimates and calculations, the total number of persons expected to be employed in Canby's commercial areas by the year 2000 is 2,445.

Existing development of property designated for light industrial use is widely varied in type and intensity. Of the total area of nearly 154 acres in the present City limits which is zoned "Light Industrial," only about 91 acres is presently in industrial or commercial use. There are no large tracts of undeveloped light industrial properties remaining, but there are many scattered small parcels within this designation. The City, the Chamber of Commerce, and local realtors have found it difficult to attract industrial buyers to these small sites because of their size and the lack of developed industrial park type surroundings. Only two parts of town presently have vacant property available that is zoned for light industrial development, with full City services to the lots. One of those offers only a few small lots of one-half to two acres, and the other has a total of only about 18 acres remaining for sale at this time. It has been argued that the lack of competition in the marketplace for light industrial properties has created unnecessarily high prices for the few properties which are available for sale.

Another factor which tends to complicate any study of local industrial property is the fact that about 27 acres of what is presently zoned for light industrial use is actually in commercial or very light manufacturing use in areas along the highway or near residential developments. For this reason, the zoning designations of certain of these properties will be changed to reflect their commercial/manufacturing character.

The businesses presently utilizing light industrial properties range in scope from the Globe Union battery factory, which employs nearly 250 people on approximately 16 acres, to small family-operated shops on lots of less than one-half acre.

It is obviously quite difficult to accurately speculate on the exact nature of future industrial development in Canby. To a certain extent, future industrial development will show the kind of diversity that presently exists. At the same time, however, the City's desire to encourage industrial development, and the existence of more than 300 acres (240.36 in light industrial and 69.48 in heavy industrial) of land shown for such use within Canby's future growth area, should help to assure that industrial development over the next 20 years is well organized and efficient. Given the level terrain and the open, attractive and undeveloped nature of most of the industrial property within the urban growth area, it appears to be logical to expect that at least some of this new development will be of a "campus" type, maintaining a fairly large area in open space.

Assuming that Canby is able to maintain its competitive edge over Portland General Electric for industrial electric rates, it also seems quite likely that at least some of the new industrial development will be extremely "electricity intensive," probably consisting of large motor or compressor loads. The more intensive of such development will be required to locate in the heavy industrial areas, but a considerable amount can also be expected to occur in light industrial areas because of the City's tendency to permit fairly intense manufacturing operations in light industrial zones.

Canby presently has no property zoned for heavy industrial use, and it never has had any such zoning. The City's willingness to designate more than 94 acres for such development in the future is an indication of its positive attitude towards new industrial growth. The areas designated for heavy industrial use include 24.8 acres within the existing City limits and 69.48 acres within the Urban Growth Boundary. Both sites are surrounded by other acreage which is, or will be, zoned for light industrial use. This should allow larger industries the opportunity to utilize more property than just the amount zoned for heavy industry by placing their less intensive operations on the perimeter of the project.

Based on the figure of 634 persons employed in the present light industrial areas, the average number of employees per developed acre is about 6.97 (i.e.,  $634/91 = 6.967$ ). There is no existing heavy industrial development at this time (1983). Future industrial development is expected to generally utilize the property much more efficiently. Even the least intensive use of industrial property in the year 2000 is expected to average more employees per acre than the present average.

Because of the diversity of types of future industrial development anticipated, calculations of acreage needed to meet employment projections have been divided into five categories. The total light industrial area has been divided into three categories with estimates of 10, 13, and 17 employees per acre. The heavy industrial areas have been divided into two categories with estimates of 14 and 28 employees per acre. Using these various categories, the following calculations further explain the acreage designated for the different industrial types:

Light Industrial: 394.16 acres

$394.16/3$  (categories) = 131.387 acres in each

131.387 (acres)	131.387	131.87
<u>x 10 (E/A)*</u>	<u>x 13</u>	<u>x 17</u>
1,313.87 (employees)	1,708.03	2,233.58

Hence, 5,255 persons will be expected to be employed in the slightly less than 395 acres zoned for light industrial development in the year 2000.

Heavy Industrial: 94.28 acres

$94.28/2$  (categories) = 47.14 acres in each

47.14 (acres)	47.14
<u>x 14 (E/A)*</u>	<u>x 28</u>
659.96 (employees)	1,319.92

\* *Employees Per Acre*

Hence, 1,980 persons will be expected to be employed in the 94.28 acres zoned for heavy industrial development in the year 2000.

Based upon these estimates and calculations, the total number of persons expected to be employed in Canby's industrial areas by the year 2000 is 7,235 (i.e.,  $5,255 + 1,980 = 7,235$ ). Adding the total for the commercial area of 2,445 to this industrial total gives a sum of 9,680 persons employed in commercial and industrial areas of the overall Urban Growth Boundary, including those areas which are already within the City limits. An additional 320 persons are expected to be employed in areas other than these designated for commercial and industrial use by the year 2000.

*NOTE: All of the acreage figures used in this section are gross acres with no area extracted for vacancies, streets, easements or other public or semipublic uses. The numbers of employees per acre would be 20 to 30 percent higher if new acreage figures were used.*

## ***BUILDABLE LANDS***

The Canby Urban Growth Boundary contains no property which can be regarded as absolutely “unbuildable,” although some areas pose constraints or limitations to new development. In calculating the City’s future land needs by Plan category, it has been assumed that almost all of the land will eventually be in residential, commercial, industrial, or public usage.

Those calculations included assumptions about land needed for public rights-of-way and easements, as well as vacancy factors in residential designations. Also included is a reduction of gross residential acreage by 240 acres, representing the anticipated acquisitions of the City and two school districts for public purposes. At this time, however, neither the City nor the school districts have pre-selected any sites for future condemnation or purchase. Rather than attempting to specify particular sites for such acquisitions at this time, the 240 acres is subtracted from the Low Density Residential acreage of the UGB when net acreage was calculated. It could be said that those 240 acres are “unbuildable” for residential purposes, but they clearly will be part of the total lands of the UGB when they serve as school sites and other public uses.

A relatively small area of the total UGB consists of flood prone and steeply sloping properties. Most of the total 82 acres within this designation is already at least partially developed. This is because most of those ownerships include an area above the bluff lines which is fairly level. In most of these cases the level portion of the property already contains a home which is above the area designated as potentially hazardous. The homes along N. Baker Drive are a good example, where many of their tax lots actually extend to the middle of the Molalla River. In other cases, such as along S.W. Berg Parkway, businesses have been developed on the level ground well above the river’s floodwaters and away from the bluff line. The 40 or so acres of property which are not already developed and which fall into the category of “Flood-Steep Slope” on the Land Use Map are likely to be developed only at very low densities for several reasons. The 25-acre portion which is outside the present City limits, but within the UGB, is part of a larger ownership of about 60 contiguous acres. It is along the flood path of a small creek and does not have the potential slope stability problem of properties along the Molalla River. It is anticipated that this area will eventually be developed in some form of planned unit development which will transfer the growth from the flood-prone area to the remainder of the site. Existing City development policies will support such an approach. The result is likely to be an attractive greenway through a new development.

The remaining area designated “Flood/Steep Slopes” can be expected to be developed at very low densities because of access problems, high construction and engineering costs to mitigate hazards, and the lack of desirable building sites. It has been assumed that not more than one building site will be developed for each 3 or 4 acres within this area. Thus, even those sites with the most severe limitations on new development are not considered to be unbuildable.



It should be noted that the properties which contain the seedling tree operations of the Industrial Forestry Association which were included within the City's earlier Comprehensive Plan have been left out of the Urban Growth Boundary at the instruction of the staff of the Department of Land Conservation and Development. That 43.9 acres, including more than 30 within the present City limits is not available for urban use because of its agricultural/forest use character.

**FINDING NO. 1**

The origin of modern zoning, as it is known in this country, was based upon the separation of incompatible land use. The early focus was on the separation of residential areas from obnoxious or dangerous manufacturing operations. As zoning and other land use regulations have become more and more technical over the last 50 years, the distinctions between different land uses have become less clearly defined. Today, we must decide whether residences are better located near commercial areas for the sake of convenience or away from them to avoid the traffic, noise, and bright lights. Many of these distinctions are now more a matter of personal preference than of physical necessity. Canby obviously cannot afford the luxury of an elaborate greenway system separating each type of land use from each other type of land use. For this reason, and because the basic design of Canby's land use is already well established, some conflicts are unavoidable. Given the circumstances which exist in Canby, a few basic techniques can be utilized to minimize the conflicts between adjacent land uses. These include landscaping, berms, and other special design features around potentially objectionable land uses. Perhaps the most critical technique for minimizing conflicts is found in the Land Use Map, which has been deliberately developed with the intention of arranging various land uses in the most logical and appropriate manner.

A considerable amount of creativity as well as long-range foresight is required to design an efficient and pleasing pattern of urban land use. It is perhaps as difficult to find ways of grouping compatible uses as it is to separate conflicting uses. Such grouping, however, can be just as important in achieving the City's goal for land use.

**POLICY NO. 1: CANBY SHALL GUIDE THE COURSE OF GROWTH AND DEVELOPMENT SO AS TO SEPARATE CONFLICTING OR INCOMPATIBLE USES WHILE GROUPING COMPATIBLE USES.**

**IMPLEMENTATION MEASURES:**

- A) Continue to utilize portions of the zoning and subdivision regulations which encourage developers to utilize planned unit development procedures. Allow for creative design in terms of multiple use concepts and clustering of developments.
  
- B) Utilize the allowable "conditions of approval" for discretionary applications as a means of minimizing or mitigating conflicts between land uses.

- C) Continue to allow the Planning Commission to have flexibility in the review of subdivision designs, without requiring a variance for such things as unusual lot shapes and setback variances.
- D) Continue to utilize the Site Plan Review process focusing on access, sign regulation, compliance with other City regulations and other aspects of public health and safety.
- E) Continue to monitor the land use actions of Clackamas County within Canby's Urban Growth Boundary to assure that developments and land divisions are not permitted which would damage the future suitability of those sites for urban uses.
- F) Continue to utilize the Planned Unit Development overlay zone to assure that areas of special concern are properly addressed and not merely lumped together with development of adjacent properties.
- G) Continue to encourage developers to set their own voluntary restrictions upon the development of their properties, provided that such restrictions are in keeping with the intent of the policies of the Comprehensive plan and provided that such restrictions are not intended to be "exclusionary" or prejudicial to certain groups of people.
- H) Continue to work towards a gradual increase in the density and intensity of development allowed within the City, discouraging wasteful development practices and designs.
- I) In reviewing development proposals in areas which are adversely impacted by neighboring land uses or transportation systems, require the disclosure of such negative characteristics to prospective buyers.

**FINDING NO. 2**

In planning to accommodate considerable population growth, Canby is committed to a comprehensive approach. The City expects to eventually urbanize a considerable area of land which is presently rural, and generally agricultural, in nature. The City will not, however, allow this outward growth to occur in a sprawling and wasteful manner. It is recognized that the City has an obligation to maximize the efficiency of land use patterns within the urban area and to allow agricultural areas to remain in productivity for as long as possible before they are converted to urban uses. The best way to implement each of these objectives is to increase the density and intensity of land uses within the urban area. This is not to say that all regard for aesthetics is going to be dropped in favor of high-rise development. Rather, it is a recognition of the fact that through appropriate design, the utilization of land can be maximized without adverse impacts on neighborhood appearance or the overall quality of life in Canby. This is true for commercial and industrial property, as well as for residential land.

A review of the Land Use Map indicates that more than 300 acres outside of the present City limits is proposed for eventual industrial development.

This represents nearly twice the amount of industrial land within the City. This focus on industrial development supports the City's efforts to improve the local economy and coincides with the population projection for the Comprehensive Plan which anticipates nearly tripling the present population. (See *ECONOMIC ELEMENT* for more information on industrial development.)

**POLICY NO. 2: CANBY SHALL ENCOURAGE A GENERAL INCREASE IN THE INTENSITY AND DENSITY OF PERMITTED DEVELOPMENT AS A MEANS OF MINIMIZING URBAN SPRAWL.**

**IMPLEMENTATION MEASURES:**

- A) Continue to implement the policies of the Housing Element to increase the range of housing opportunities and diversify housing types.
- B) Carefully analyze the need for additional property within the City limits or in light of under-utilized incorporated property, prior to the annexation of additional land.
- C) Continue to utilize density bonuses and other inducements to encourage development to improve designs and utilize Planned Unit Development procedures.
- D) Continue to encourage developers to utilize special design techniques to maximize the intensity of industrial and commercial development at each given site.
- E) In reviewing development proposals, recognize that the best interests of the overall community must, at times, outweigh the concerns of specific neighborhood groups. While maintaining the quality of life in Canby remains of critical importance, the implementation of the Comprehensive Plan will necessitate some actions which will be opposed by individuals or groups as having an adverse impact on certain neighborhood areas.

**FINDING NO. 3**

Rapid population growth over the past 20 to 30 years has forced Canby, like many other communities, to continually upgrade and expand all sorts of public facilities and services. Recent major improvements have been made to the City sewer and water systems and the facilities of both local school districts. This represents a tremendous commitment to growth and development on the part of the community. At the same time, however, it is recognized that Canby cannot accommodate unlimited amounts of growth, or extended periods of growth at an extremely rapid rate, and still maintain a decent quality of life.

The Transportation Element and the Public Facilities and Services Element each contain basic information about the provision of essential services to the City. The Land Use Element must be used in coordination with the other sections of the Plan to assure that development is not allowed to occur before the necessary services and facilities are available to accommodate the new growth. This means that the *full range* of services and facilities must be considered when reviewing any development proposal. Sewer and water services are clearly of concern, but such other often overlooked facilities and services as police and fire protection, schools, recreation facilities, access provisions (including on and off-site improvements, if necessary), and other transportation factors all must be considered in reviewing any plans for new or expanded development.

It is critical to recognize, however, that the determination of whether or not any given public service would be overburdened by some pending development is essentially a value judgment on the part of the decision-makers. This is because there is rarely a clearly defined cut-off point for the adequacy of public services. Instead, it is usually a matter of a new development decreasing the overall capacity or reducing the quality of a given service, rather than rendering that service totally unavailable. An example would be a proposed residential development and its impact on local schools. The schools may already be crowded, but they legally must accommodate additional students if the development is approved. They simply do not have the option of refusing to accept the new students. On the other hand, the City Council or Planning Commission may well have the option of denying a development application after finding that the necessary public facilities and services are not adequate to accommodate the proposed development. Denial of an application is never preferred to finding some other solution to the problem, but it is sometimes unavoidable.

**POLICY NO. 3: CANBY SHALL DISCOURAGE ANY DEVELOPMENT WHICH WILL RESULT IN OVERBURDENING ANY OF THE COMMUNITY'S PUBLIC FACILITIES OR SERVICES.**

**IMPLEMENTATION MEASURES:**

- A) Continue to contact both local school districts and the Northwest Natural Gas Company as well as other service-providing agencies when reviewing major development proposals.
- B) Continue to conduct staff level meetings with applicants and representatives of service-providing agencies prior to Planning Commission meetings on major applications. This should insure greater accuracy of staff reports and provide applicants with the opportunity to discuss projects with representatives of the various agencies.
- C) Continue to encourage applicants to offer creative methods of minimizing adverse impacts on public facilities and services. Such things as private recreation facilities, dedication of land for public purposes, construction of

off-site improvements, and special design features should help to accomplish this.

**FINDING NO. 4**

Canby has been blessed with natural environment which is relatively free from hazards to development. The Environmental Concerns Element contains a more complete analysis of the physical constraints to development, but the Land Use Element is based partially upon that information. The only identified natural constraints to development in Canby are flood-prone areas, areas with steep slopes, and some isolated areas of high water tables or expansive soils. Of these, very little land could be termed absolutely “unbuildable” from an engineering perspective, but any land which is subject to inundation or has slopes in excess of 20 percent should be limited to developments which will not result in any increased costs in the provision of public services and will not create any undue risk to human safety.

**POLICY NO. 4: CANBY SHALL LIMIT DEVELOPMENT IN AREAS IDENTIFIED AS HAVING AN UNACCEPTABLE LEVEL OF RISK BECAUSE OF NATURAL HAZARDS.**

**IMPLEMENTATION MEASURES:**

- A) Continue to strictly enforce the provision of the “H” Overlay Zone.
- B) Continue to restrict the creation of additional building lots in areas designated by this overlay zoning. Encourage developers to utilize cluster design methods which concentrate development in those areas which are protected from hazardous conditions.
- C) Continue to assist the owners of property designated by this overlay zoning to assure that they are allowed a reasonable and acceptable use of their land.
- D) Continue to require proof in the form of a affidavit signed by a licensed professional (e.g., architect, engineer, or surveyor, as the case may warrant) that any development proposed in an area designated by this overly zoning will not result in any undue hazard for the occupants or users of that development nor in any unusual public expense in the event of flooding, landslide, or other natural disaster.
- E) Continue to utilize Chapter 70 of the Uniform Building Code to assure adequate safety for developments on steep slopes.

**FINDING NO. 5**

Although it should not be viewed as more important than the Goals, Policies, or Implementation Measures of the Comprehensive Plan, the Land Use Map is extremely

important because it conveys so much of the information about the City's growth intentions. On a day-to-day basis, the Land Use Map will guide the patterns of future zoning and will help to determine the appropriate sizing and locations of various public facilities. The official Land Use Map is much larger and more clearly defined than the small copies reprinted in this text. It should be consulted for any site-specific information.

**POLICY NO. 5: CANBY SHALL UTILIZE THE LAND USE MAP AS THE BASIS OF ZONING AND OTHER PLANNING OR PUBLIC FACILITY DECISIONS.**

**IMPLEMENTATION MEASURES:**

- A) Encourage other service-providing or public utility entities to utilize the Land Use Map, as well as the text of the Comprehensive Plan as the basis of long-range planning.
- B) Rezone properties, as necessary, to conform with the Land Use Map.

Use categories and descriptions of their respective development characteristics are as follows:

- ***AGRICULTURAL:***

Distinguished by fairly large lot sizes with only scattered residences and other structures primarily related to agricultural, silvicultural, or horticultural activities. City agricultural zoning conforms with this category.

- ***LOW DENSITY RESIDENTIAL:***

Generally distinguished by detached single family dwelling units, occasional duplex units, and incidental accessory uses, but also including approved "home occupation" type commercial activities, planned unit developments consisting of multiple family units which meet the overall density standard of the zone and developments having received a density bonus for special design features, mobile home subdivisions subject to special criteria, mobile home parks subject to case-by-case review, churches, schools and other public uses, and remaining agricultural, silvicultural, or horticultural activities. City R-1 zoning conforms with this category.

- ***MEDIUM DENSITY RESIDENTIAL:***

Generally distinguished by two-family, three-family or single-family dwelling units and accessory uses, mobile home subdivisions subject to special criteria and other uses of the sort permitted in areas designated for LOW DENSITY

RESIDENTIAL use. City R-1.5 zoning conforms with this category with R-1 an allowable, less intensive, interim zoning.

- ***HIGH DENSITY RESIDENTIAL:***

Generally distinguished by multiple family or other residential uses, including mobile home subdivisions or parks subject to special design criteria, and intended to provide for the widest variety of housing opportunities. City R-2 zoning conforms with this category with R-1 and R-1.5 an allowable, less intensive, interim zoning.

- ***DOWNTOWN COMMERCIAL:***

Generally distinguished by businesses catering to foot traffic in City's established core area, but also including incidental attached residential units and pre-existing uses of various sorts. City C-1 zoning conforms with this category.

- ***CONVENIENCE COMMERCIAL:***

Distinguished by commercial activities which are of a small size (totaling not more than 3 acres) and scale intended to provide services and commodities to the surrounding neighborhood, and to be conveniently located so that neighborhood residents can walk to and from the site. City C-C zoning conforms with this category with R-1 an allowable, less intensive, interim zoning.

- ***RESIDENTIAL/COMMERCIAL:***

Distinguished by a mixture of light commercial and residential activities connecting two areas of heavier commercial usage, this category is intended to provide a unique opportunity for mixed uses while maintaining a special focus on the access and traffic problems of S. Ivy Street. City C-R zoning conforms with this category with R-1 an allowable, less intensive, interim zoning.

- ***HIGHWAY COMMERCIAL:***

Distinguished by allowing a wide range of commercial uses and by catering to motor vehicle traffic. City C-2 zoning conforms with this category with R-1 an allowable, less intensive, interim zoning.

- ***COMMERCIAL/MANUFACTURING:***

Distinguished by allowing a mixture of heavy commercial and very light manufacturing operations. City C-M zoning conforms with this category.

- ***LIGHT INDUSTRIAL:***

Generally distinguished by heavy manufacturing, storage, or wholesale or heavy retail sales operations, and incidental caretaker facilities. City M-1 zoning conforms with this category.

- ***HEAVY INDUSTRIAL:***

Generally distinguished by heavy manufacturing, storage, or wholesale operations screened by specific “performance” criteria. City M-2 zoning conforms with this category, with M-1 an allowable, less intensive, interim zoning.

- ***PUBLIC SCHOOLS, PUBLIC RECREATION, AND OTHER PUBLIC PROPERTY:***

Distinguished as those properties which are already held, and are expected to remain in public ownership. Any City zoning may conform with these categories provided that it generally conforms with surrounding zoning. This designation is used only to show existing public ownership, rather than to indicate specific properties which have been selected for future acquisition by public agencies. Transfer of any of this property to any non-public entity will require a plan amendment prior to use for a non-public purpose.

- ***PRIVATE RECREATION:***

Distinguished as the golf course or related country club facilities. Incidental, compatibly designed residential uses should be permitted in the future at a relatively low overall density. City R-1/PUD zoning conforms with this category.

- ***FLOOD PRONE OR STEEP SLOPE:***

Distinguished as the area requiring special development regulation because of a history of flooding, or because of steep slopes on the perimeter of floodplains. City R-1-H zoning conforms with the category.

C) The official Land Use Map of the City of Canby will continue to be stored with the City’s official Zoning Map and shall be maintained by the City Planner. The City Planner shall be responsible for interpreting the map. In cases of a dispute over the intended designations of individual properties, the Planning Commission shall be responsible for interpreting the Land Use Map.

D) Continue to utilize the map of Areas of Special Concern in conjunction with the Land Use Map to determine the appropriate development of designated properties.

- ***INDUSTRIAL-OVERLAY:***



Distinguished by design guidelines and standards to be applied to the area contained in Canby's Industrial Area Master Plan. This area is generally bound by Highway 99-E and 1<sup>st</sup> Avenue to the north, Mulino Road to the east, SE 13<sup>th</sup> Avenue to the south, and Molalla Western Railroad to the west. Land uses are allowed in this area as per the underlying zone designations. Design standards and guidelines are found in the Industrial Area Master Plan.

**FINDING NO. 6**

In every community there are certain areas which, because of unique development constraints or other special circumstances, warrant special attention in terms of land use regulations. By identifying these areas on a map to be used in conjunction with the Land Use Map, such special regulations can be delineated in the Comprehensive Plan without the necessity of making Zoning Ordinance revisions for each special area. After the adoption of the Comprehensive Plan and Land Development/Planning Ordinance in January 1984, L.C.D.C. staff requested that additional work be done to assure that sites which are planned for eventual densities and intensities of development beyond those allowed by present zoning, are protected from incompatible development during the interim. A number of new Areas of Special Concern have been added to those originally adopted in order to accomplish this.

All of the various Areas of Special Concern have characteristics which necessitate unique treatment rather than conventional development to minimum standards set by present zoning. Some of the areas presently lack full urban services of the sort necessary to support the density or intensity of development which is planned to eventually occur. Other areas are presently developed in a certain manner which conflicts with the planned use of the site (e.g., single-family dwellings in an area designated for eventual commercial use). In such cases, it is proper to leave the present Low Density Residential Zoning intact as a "holding pattern" until a thorough "redevelopment" of the area is undertaken. In other locations upzoning is appropriate as soon as any increased development is undertaken. Finally, there are some locations requiring special design considerations to assure that development, or redevelopment, is appropriate. It is the City's intention to use the upzoning process to implement the Comprehensive Plan in all cases where upzoning is indicated on the Land Use Map. In some cases, the upzoning could happen in the very near future. In other cases, it may be years before all required physical improvements are adequate to serve the subject properties. The City will continue to rely on the upzoning process as a means of assuring that improvements are made in a timely fashion. At the same time, all of these sites will continue to be protected from development which would preclude their eventual use as shown on the Land Use Map.

**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.**

**IMPLEMENTATION MEASURES:**

- A) A map of “Areas of Special Concern” is included in the back of this Plan Element. That map is to be regarded as having the full force and effect of the Land Use Map in determining appropriate land uses and levels of development. Development proposals, even those that appear to conform with existing zoning, will be considered to conform with the Comprehensive Plan only if they meet the requirements imposed here.
- B) Specific characteristics of the Areas of Special Concern are as follows:
1. *Area “A”* is significant because of its location on Highway 99-E at a main entry to the City. This site has long been zoned for industrial development but has remained vacant because of topographic constraints, lack of State highway access, and limited rail access. With the installation of traffic signals at the intersection of Highway 99-E and S.W. Berg Parkway, the opportunity for major access improvements to the site can be seen. It now appears that commercial development would better utilize this area, but with a large adjacent area designated for industrial development, it would seem most reasonable to allow either light industrial or general commercial development (provided that any commercial development utilize the signalized intersection for access to Highway 99-E). The development of Area “A” is expected to have an impact on access to Area “B,” which is adjacent. Area “A” has been rezoned C-M.
  2. *Area “B”* is designated for Heavy Industrial use on the Land Use Map. It is unique because of its location within an old aggregate removal site, with special access, water and sewer service, and drainage concerns which result from its physical condition and location. Area “B” will be upzoned to M-2 when all public facilities are available to serve the area and access problems have been resolved.
  3. *Area “C”* includes all of the property shown on the Land Use Map within the “Residential-Commercial” category and having frontage on S. Ivy Street. Every-increasing traffic on S. Ivy Street necessitates special treatment for access, especially where commercial or multi-family residential development occurs. The site plan review process shall be used to assure that strict adherence to parking and access requirements are maintained. Portions of this area which have already been zoned R-2 and developed residentially will be allowed to remain in R-2 zoning. C-R zoning has begun to be used as individual applications for zone changes have been processed. There is no reason to attempt to hasten this transition process because residential uses can eventually be converted to mixed residential/commercial use.

4. *Area “D”* is significant because of its location separating industrial, multiple-family residential, and single family residential areas. Originally intended as a “buffer strip” between conflicting uses, the site remains in private ownership with no known development plans. In order to assure that the development of the site does not conflict with surrounding uses, a review of any proposed design will be necessary. To assure maximum yield to the owner, without creating any undue hardships for residents, M-1/PUD zoning has been applied to the site.
5. *Area “E”* is significant because of its preponderance of extremely deep lots with resulting access constraints. Density of development remains extremely low because of poor access. As a means of opening this area up to increased development, while solving the access problem at the same time, planned unit developments using looped, one-way access roads are encouraged. Such one-way roads will be at least 20 feet in width, with parking restricted to one side and sidewalks required on one side only. They shall be private roads, but the City shall be guaranteed that the roads are maintained or work performed at the owners expense. The Land Use Map designates the area for Medium Density Residential use with appropriate zoning to remain R-1 until a specific proposal is made for R-1.5 PUD zoning.
6. *Area “F”* consists of a relatively narrow strip of land along the west side of N. Maple Street, north of N.W. 22<sup>nd</sup> Avenue. This land was included within the City’s Urban Growth Boundary to allow for the eventual widening of N. Maple Street, which is presently a half street. It has been identified as an area of special concern because the City may need to allow special development techniques to maximize density while still requiring adequate buffers to minimize conflicts with adjacent agricultural activities. The improvement of N. Maple Street to full width is a major city concern because of the potential for increased development in the area, particularly within the Country Club. Development along the street must also allow for streets to eventually be constructed intersecting N. Maple Street from the west. R-1/PUD zoning will be applied to this area at the time of annexation.
7. *Area “G”* is a small triangular shaped piece of property with potential development limitations due to steeply sloping west and south sides and lack of present sewer service. Proper site planning and some financial investment should mitigate both problems at some point in the future. Until that time, development will be limited to a single family dwelling. Any further development will require the prior upzoning to R-1.5.
8. *Area “H”* is a developed neighborhood of single-family dwellings on conventional City lots. It is planned for eventual redevelopment to more of a multiple family and duplex character. The existing developed nature

of the area obviates any need for an immediate zone change at this time. Any proposals for new development or redevelopment of the area, other than for one single-family dwelling, per lot, will require prior upzoning to R-2.

9. *Area "I"* consists of a wide strip of property bordering N.E. Territorial Road. It includes properties which are planned for medium density residential use and properties planned for high density residential use. Present development in the area includes apartments, condominiums, single-family dwellings, and vacant lots. Present zoning includes some R-2 areas and a predominance of R-1 areas. Street dedications and, in some cases, street improvements are needed to make some of the properties suitable for higher density development. New developments, other than one single-family dwelling per lot, will require prior upzoning to either R-1.5 or R-2, as appropriate.
  
10. *Area "J"* is a large area of multiple owners bounded on the west side by Highway 99E, SE 1<sup>st</sup> Avenue to the South, Haines Road to the East, and the Urban Growth Boundary to the north. The area contains numerous single family homes, a pub (The Spinning Wheel), several churches, and significant open space and natural features, the most notable is a large, man-made lake located in the approximate center of the area. Because of the existing mix of uses, this area presents a unique opportunity for the City to master plan the area and create appropriate zoning language and/or zoning overlays to encourage a mixed density neighborhood. Until a master plan is adopted, this area should be held in reserve and properties in this area should remain a low priority for annexation. The creation of this master plan should be high on the priority list for long-range planning project for the City. Through the 2002-2003 public process to locate appropriate areas for Medium and High Density Residential Land, this area was found to be appropriate for the equivalent of a minimum of 12 acres of High Density Residential Development and a minimum of 15 acres of Medium Density Development. During the master planning process, these numbers should be used as a guideline, but could be increased if, through a public input process, more is deemed desirable, especially if it is to protect existing open spaces, natural features, or other desirable elements for the area. Development of the master plan should concentrate on protecting the special natural and physical characteristics of the area
  
11. *Area "K"* is approximately 2.5 acres in size and is currently inside City Limits with a zoning of R-1. The parcel is located on the southeast corner of SE 13<sup>th</sup> Avenue and S. Ivy Street and is currently being operated as a commercial nursery (a grandfathered use from before it was annexed). Because of its proximity to Hope Village, schools, and residential neighborhoods, this parcel was identified as a good area for some sort of

convenience or residential commercial. Because of the different allowed uses in each zone, it is difficult to determine which designation would be most appropriate. Many meeting participants felt that a convenience store (allowed outright in the Convenience Commercial (CC) zone but not at all in the Residential Commercial (CR) zone) might be appropriate but it is unclear as to whether a service station (also allowed outright in the CC zone) is equally as compatible with surrounding uses. A placeholder designation of Residential Commercial (RC) has been placed on the parcel because it offers the property owner more options at this time, but the City may wish to consider a text amendment to change the allowed or conditional uses in either zone to provide for a well designed convenience store at this location. A zone change would be required from R-1 upon redevelopment of the property.

12. *Area "L"* comprises approximately 30 acres of parcels zoned for low density residential development. The parcels have been farmed for many years and were outside the Urban Growth Boundary of the City until 2003. The area presents a unique challenge because it is surrounded by existing neighborhoods that could be negatively impacted by development. In addition, the City has infrastructure requirements that must be developed following a comprehensive master plan addressing parks and/or open space provision, street and infrastructure design, public safety facilities, buffering, and other relevant issues. The master plan should integrated reasonable foreseeable uses of adjacent properties, Subdivision of the property should not occur unless such a master plan is approved by the Planning Commission. Creation of the master plan should include input from the public and neighborhood association.
- C) In each of the examples listed above where one single family dwelling per lot is to be allowed prior to upzoning, the City will review the plot plans of such dwelling units and set such conditions regarding building setbacks or orientation as may be necessary to assure that future higher densities or intensities of development will not be precluded because of such building placement.

**FIGURE III-1**

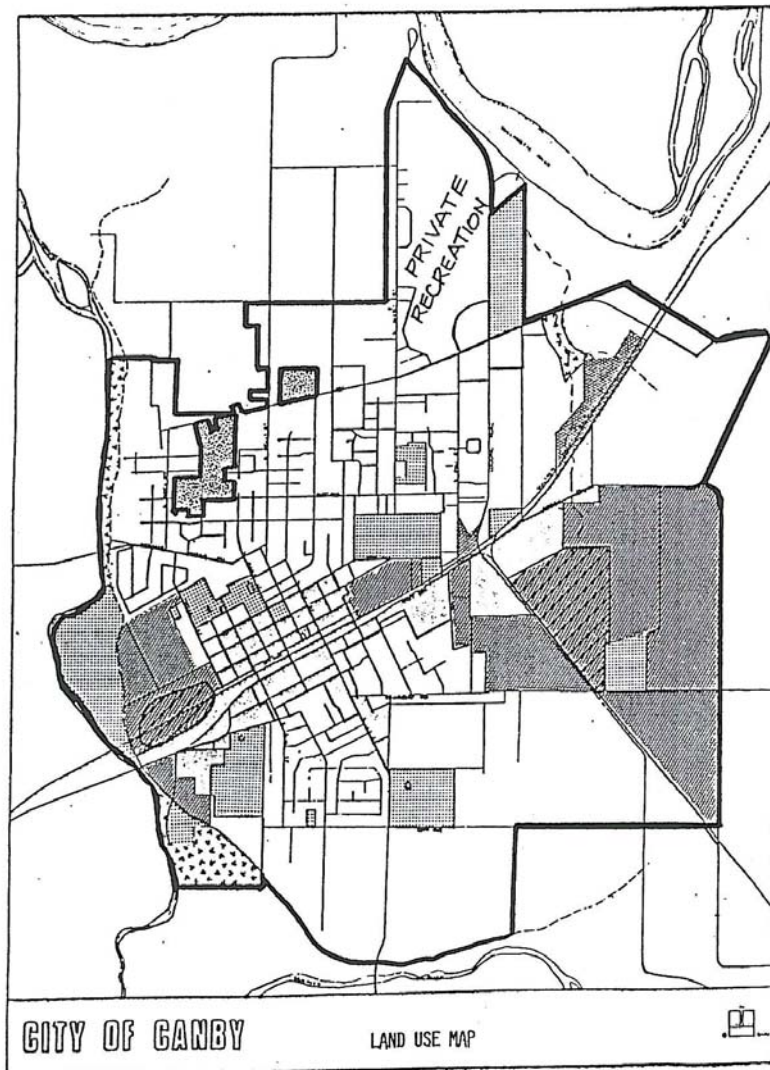
**LAND USE MAP ACREAGE FIGURES**

	<i>Within City Limits</i>	<i>Within UGB</i>	<i>Total City + UGB</i>
Agricultural	30.5	13.4	43.9**
Low Density Residential	668.5	1,140.0	1,808.5
Medium Density Residential	85.4	12.3	97.7
High Density Residential	206.6	52.4	259.0
Private - Recreational	149.8	-0-	149.8
Public Owned	221.0	19.2*	240.2
Downtown Commercial	58.0	-0-	58.0
Convenience Commercial	-0-	2.0	2.0
Residential - Commercial	17.8	-0-	17.8
Highway Commercial	95.0	14.0	109.0
Commercial Manufacturing	27.2	44.4	71.6
Light Industrial	153.8	240.4	394.2
Heavy Industrial	24.8	69.5	94.3
Flood-Steep Slope	<u>57.0</u>	<u>25.0</u>	<u>82.0</u>
TOTALS	1,795.4	1,632.6	3,428.0

\*Zion Memorial Cemetery already City-owned

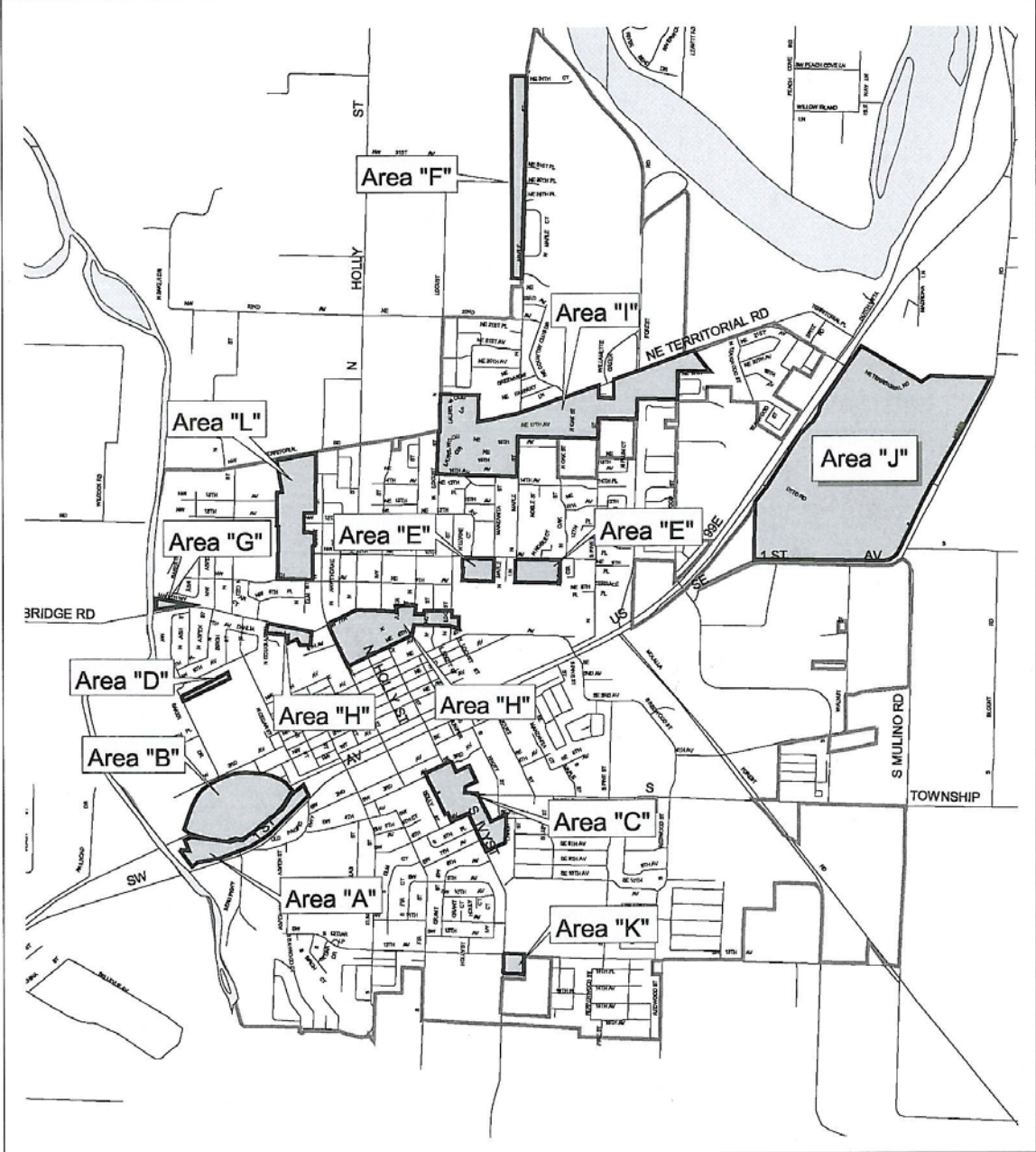
\*\*This property excluded from U.G.B.

NOTE: The locations shown on this map are generalized. More specific information can be gained from the official land use map on file in City Hall.



Canby Comprehensive Plan

### Land Use Map

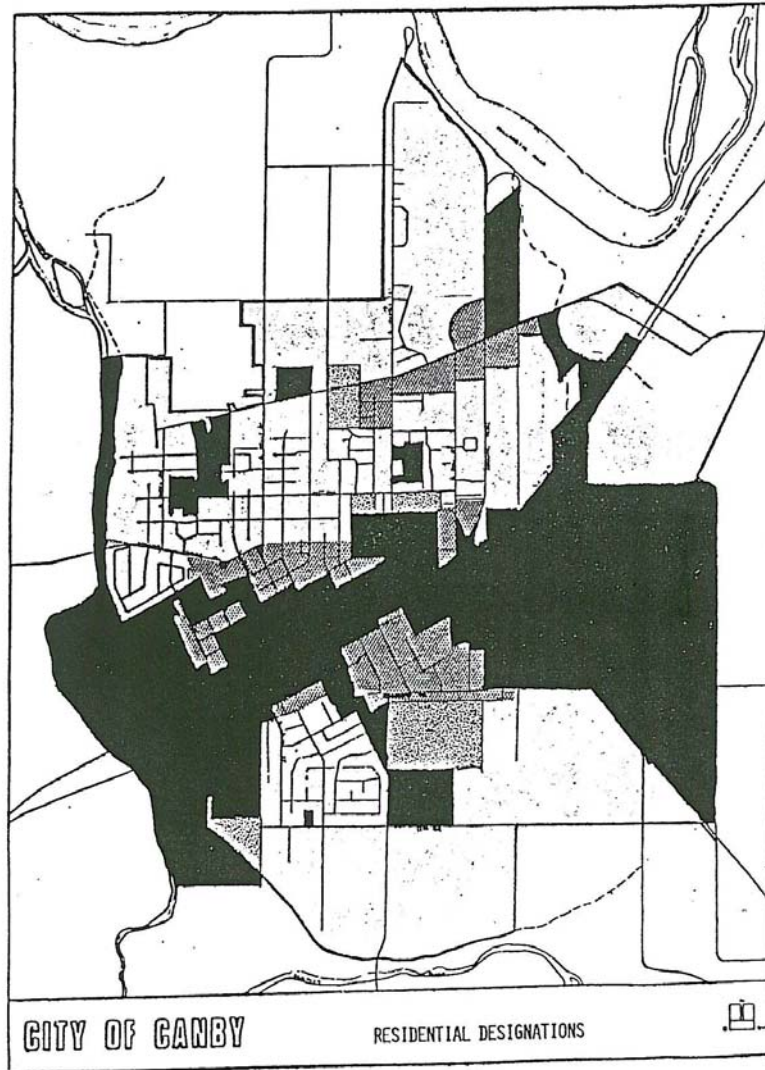


# City of Canby Areas of Special Concern





NOTE: The locations shown on this map are generalized. More specific information can be gained from the official land use map on file in City Hall.



Canby Comprehensive Plan

## Residential Designations

## ***ENVIRONMENTAL CONCERNS ELEMENT***

### **GOALS**

- **TO PROTECT IDENTIFIED NATURAL AND HISTORICAL RESOURCES.**
- **TO PREVENT AIR, WATER, LAND, AND NOISE POLLUTION.**
- **TO PROTECT LIVES AND PROPERTY FROM NATURAL HAZARDS.**

### **BACKGROUND**

As the various Goals indicate, this Plan Element deals with a variety of topics, all of which constitute certain aspects of Canby's environment. In order to deal with the complexities of these topics effectively, this Element is divided into two sections. The first, entitled "Resources," deals with soil characteristics, air and water quality, historic sites, wildlife, scenic areas, and other natural resources. The second section, entitled "Hazards," deals with natural hazards.

### **RESOURCES**

#### **FINDING NO. 1-R**

##### ***Soil Suitability for Urban Development:***

The individual properties of various soils are important considerations in evaluating development suitabilities. In general, soils which are fairly level, well drained, not subject to flooding, have high compressive strength, and do not shrink and swell with moisture, are the most suitable to support urban development.

Two soils series comprise most of the potential Canby urban area. These include the Hillsboro Variant sandy loams and the Latourell loam, both of which are in areas of less than three percent slope. Both soils can easily support urban development although the Latourell is restricted slightly because of low strength.

The only soils which pose serious problems are those located on steep slopes or those which are subject to flooding. These problems are discussed in the "Hazards" section at the end of this Element.

##### ***Soil Suitability for Agriculture:***

Agricultural productivity is directly related to soil capabilities and properties. The Soil Conservation Service has, therefore, classified soils into "Land Capability Classifications." Classifications are from Class I to Class VIII, with Class I having the fewest limitations and, therefore, the most productive capabilities. Soil Classes I through IV are best suited for cultivation, while Classes VI through VIII are most suitable for range, forestry, and wildlife. As a result, Class I and II soils are considered to be prime

resources because their productivity is the highest. Please see the map shown on page 81 for locations of the various soil classifications within the planning area.

Another way of looking at soil resources is to think in terms of the capability of each class of soil to support crops. Class I soils, for example, are capable of supporting the widest variety of crops and, therefore, are of the most value. Each successive class has less capability to support crop variety. As a result, truck farming, which includes a wide variety of crops, usually occurs on Class I and II soils, while the Willamette Valley seed crop is generally supported on Class III and IV soils. By the same token, however, some Class II or III soils may be better suited to the production of certain specific crops than Class I soils, etc.

In the Canby area, Class I and II soils are found almost exclusively. With the exception of the area around the high school, Class I soils extend from the Central Business District (CBD), and slightly north of the fairgrounds, in a southeasterly direction. North and west of the CBD, the area is primarily Class II soils. Only a small smattering of Class III and IV soils are to be found, and most of these occur where the slope begins to increase. Likewise, Class IV soils, and above, are only encountered in areas where the slope is excessively steep or along gravelly areas of the rivers.

Both to the north and to the southeast of the City agricultural usage is relatively intense. Orchards and truck farming are common, although in the Territorial Road area and northward, bulb farming and tree farming are also found. The most notable and most intense use is the tree farming operation of the Industrial Forestry Association. This industry currently owns or leases over 100 acres, both in and outside the City, in which tree seedlings are grown for reforestation purposes.

The soils in this Class II area are particularly well suited to this operation as they are well drained and, therefore, easily worked year-round. Discussions with representatives of this particular industry indicated that the operation could be expanded beyond the area now utilized if additional land could be bought or leased.

This type of agricultural use seems to be fairly compatible with residential use and, in fact, is contiguous to numerous subdivisions. Some complaints do occur in the summer as a result of dust, as these soils are very fine. However, long-time Canby residents have indicated that dust has always been a problem in the area.

One unique aspect of both the tree and bulb farming activities is the overall aesthetic appeal. Both are relatively neat activities and besides providing intense color, they also provide impressive open spaces within residential areas.

There can be little question of the overall value and quality of the soils in the Canby area to support agricultural usage, and one conclusion is certain – in whatever direction the City expands, agricultural usage will be displaced.

The key may be to direct development towards areas where lands have been fragmented into small parcels and away from large parcels or areas in which there has been a long-term commitment to agricultural production, as in the case with tree farming.

**POLICY NO. 1-R-A: CANBY SHALL DIRECT URBAN GROWTH SUCH THAT VIABLE AGRICULTURAL USES WITHIN THE URBAN GROWTH BOUNDARY CAN CONTINUE AS LONG AS IT IS ECONOMICALLY FEASIBLE FOR THEM TO DO SO.**

**IMPLEMENTATION MEASURES:**

- A) Maintain zoning provisions which allow agricultural operations within the City limits.
- B) Conduct development reviews such that agricultural operations are regarded as part of the accepted pattern of local land use rather than a nuisance to residents.

**POLICY NO. 1-R-B: CANBY SHALL ENCOURAGE THE URBANIZATION OF THE LEAST PRODUCTIVE AGRICULTURAL AREA WITHIN THE URBAN GROWTH BOUNDARY AS A FIRST PRIORITY.**

**IMPLEMENTATION MEASURES:**

- A) Coordinate water and sewerage planning to facilitate this Policy.
- B) Coordinate street and road improvements with this Policy.
- C) Encourage growth into areas where land is fragmented into small parcels which are not conducive to productive agricultural use.
- D) Review annexation proposals in light of the growth phasing strategies of the Urban Growth Element.

**FINDING NO. 2-R**

***Water Resources:***

The City of Canby is bordered on the north by the Willamette River and on the west and south by the Molalla River. In addition, the Pudding River joins the Molalla northwest of the City. These surface waters provide recreational opportunities as well as scenic and open spaces.

A recent hydrogeologic investigation (James M. Montgomery, Consulting Engineers, Inc., September, 1979) of the Canby area indicates there are two primary aquifers which have been penetrated by wells. One is a shallow aquifer found in the recent alluvium, while the other is a deep aquifer found in the Lacustrine and Troutdale deposits.

The shallow aquifer is directly influenced by surface flow from the rivers in the area, particularly the Molalla River, as field investigations have shown the aquifer elevation correlate closely to the changing surface elevations of the river. This aquifer appears to be about 10 feet in thickness and approximately 10 feet below the surface. The ground water storage in this aquifer is relatively small, only a few thousand acre-feet, due to the small depth of saturation and its aerial extent.

On the plateau area of Canby, the deep aquifer is located between 80 and 140 feet and consists of a series of lenses of saturated sands and gravels. Records of several wells near Canby, over the past 16 years, indicate that groundwater levels in this aquifer have remained fairly stable while the seasonal fluctuation is 15 feet or less. It is estimated that in the Troutdale formation, and under the 2.8 square miles of the City of Canby, the aquifer contains in the magnitude of 60,000 acre-feet of groundwater. Within the same area in the Lacustrine deposits, groundwater is in the magnitude of 17,000 acre-feet.

The overall quality of the groundwater appears good. The chemical character is good with an average of 200 mg/L total dissolved solids, and mineral quality is also good. However, samples from the City's springs gallery near the Molalla River show positive results from bacteria tests and is therefore treated. Bacteria is not a problem, however, with the deep aquifer.

Overall, groundwater appears to be a high quality, valuable natural resource for the City. Although not currently exploited for municipal purposes, value of these aquifers is also seen in the abundant use of wells as a source of agricultural irrigation.

**POLICY NO. 2-R: CANBY SHALL MAINTAIN AND PROTECT SURFACE WATER AND GROUNDWATER RESOURCES.**

**IMPLEMENTATION MEASURES:**

- A) Where practical, allow functional septic systems to remain in use, but require the owners of any failing systems within the City to connect to the City Sewerage System.
- B) Work closely with Clackamas County and State DEQ sanitarians to assure that sanitation requirements are met, both in and around the City.

**FINDING NO. 3-R**

***Air, Water, and Land Resources:***

In terms of protecting air, water, and land resources, it is critical that all development activities, whether indicated by the private or public sector, meet federal, State, and local standards. It is the intent of the Comprehensive Plan that the quality of these resources be maintained or enhanced.

The following include federal, State, and local laws or management plans concerning permissible levels of discharges. These cover air pollution, water pollution, drinking water, toxic substances, resource conservation, noise, sewage treatment, and solid waste disposal.

Canby is adjacent to the Portland Non-Attainment and Air Quality Maintenance Area. However, the Canby urbanizing area is in a Class II Prevention of Significant Deterioration (PSD) area.\* Nevertheless, air quality in the Canby area is not without problems.

The DEQ maintains a monitoring station at Carus to measure particulates and ozone. Other than during the field-burning season, particulates pose no threat to air quality. However, ozone levels do present a significant problem. In fact, the Carus monitoring station has the highest ozone recordings in the State.

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\*Under existing EPA regulations, “clean areas” of the nation can be designated under one of three “classes.” Specified numerical “ambient increments” of net air pollution increases are permitted under each class up to a level considered to be significant for that area. Class I increments permit only insignificant air quality deterioration; Class II increments permit moderate deterioration; Class III increments allow for the greatest amount of deterioration, but in no case beyond the national air quality standards. (source: DEQ Manual, pg. C-21)

This problem is attributed to the southerly movement of air from the Portland Metropolitan area and the elapsed time during this air movement. Hydrocarbons and Nitrogen oxides, generated in the metropolitan area, interact with sunlight to form ozone. The time involved for the air to move from the metropolitan area south to Canby allows for this photo-chemical reaction to occur; thus, the ozone levels are high even though urban activities in the Canby area are actually only minor contributors to this type of pollution.

Ozone, as a pollutant, is an important consideration in evaluating air quality because it irritates the lungs and eyes and may lower the body's resistance to infection. When minimum levels are exceeded, for example, eye irritation is one of the most frequent complaints.

The City of Canby recognizes the role DEQ plays in establishing air quality standards and will observe standards set by the agency. The City also recognizes that measurements recorded at the Carus station are utilized for establishing strategies within the non-attainment area. As a result, the City is aware of the need to review future industrial uses for their potential to violate federal or State air quality standards.

#### Federal Laws:

- Clean Air Act. Public Law 88-206 as amended August 1977
- Federal Water Pollution Control Act. Public Law 92-500
- Safe Drinking Water Act. Public Law 93-523
- Noise Control Act, 1972. Public Law 92-574
- Resource Conservation and Recovery Act, 1976
- Toxic Substances Control Act. Senate Bill 3149, 1976

#### State Laws:

- Sewage Treatment and Disposal System. ORS 454
- Solid Waste Control. ORS 467
- Pollution Control. ORS 468

#### Regional Programs:

- Areawide Waste Treatment Management Plan. (Developed by CRAG)
- Areawide Water Quality Management Plan. (Developed by CRAG)

**POLICY NO. 3-R: CANBY SHALL REQUIRE THAT ALL EXISTING AND FUTURE DEVELOPMENT ACTIVITIES MEET THE PRESCRIBED STANDARDS FOR AIR, WATER, AND LAND POLLUTION.**

**IMPLEMENTATION MEASURES:**

- A) Include performance standards relative to pollution as part of the Development Review Process applying to industrial development.
- B) Participate in regional planning efforts and programs to upgrade the environment.

**FINDING NO. 4-R**

Noise has not been identified as a major problem in Canby, although a few concerns have been raised by some citizens as to potential compatibility problems between residential and industrial uses, particularly the industrial area at the south west end of the City, along the railroad right-of-way. This area has some existing industry and is in proximity to residential areas. Industrial noise, generally at night, has been an annoyance to some residents in this area, although there is no evidence that State standards are being violated.

The existence of the Southern Pacific rail line is also a source of noise but must be taken in particular context. The City and the railroad have grown together since the last century, and much of the growth of the community can be attributed to industrial activities associated with rail and transport. As a result, there is a general community bias or tolerance of normal rail activities. Furthermore, nighttime switching operations which tend to be most annoying, are minimal and generally occur some distance from residential neighborhoods.

The City is aware that noise could become more of an issue in the future and that compatibility between industrial activities and residential use must be evaluated carefully in future development projects. The City is also aware of DEQ's role and responsibility in developing and enforcing noise standards, and the City will conform with those standards.

**POLICY NO. 4-R: CANBY SHALL SEEK TO MITIGATE, WHEREVER POSSIBLE, NOISE POLLUTION GENERATED FROM NEW PROPOSALS OR EXISTING ACTIVITIES.**

**IMPLEMENTATION MEASURES:**

- A) Continue to require landscaping or other such devices in new development to buffer and/or absorb sound.
- B) Include within the Design Review Process an evaluation of landscaping plans for new developments.
- C) Encourage cluster development techniques which leave hazardous or noisy areas in open space usage.
- D) Utilize performance standards for noise to apply to new heavy industrial developments.



## **FINDING NO. 5-R**

### ***Mineral Resources:***

Data compiled by the State of Oregon, Department of Geology and Mineral Industries (Rock Material Resources of Clackamas, Columbia, Multnomah, and Washington Counties, Oregon, 1978) indicates the only significant mineral resources in the Canby area are sand and aggregate. These are located solely along the Pudding and Molalla Rivers. Along the Molalla River, these resources are found between Knights Bridge and the Community Park.

The State inventoried four sites in this area of which the only active sites are those operated by Hiway Concrete. These sites include a 40-acre site on the west side of the river and second site on the east bank of less than an acre. This means that only about one acre has been identified within the City's Urban Growth Boundary. City regulations should not preclude gravel extraction operations in other locations, however, as such operations may be appropriate.

### **POLICY NO. 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.**

### **IMPLEMENTATION MEASURES:**

- E) Amend the Land Use and Zoning Ordinance to designate aggregate removal operations as conditional uses in appropriate locations.
- F) Conduct a staff review of any application filed with Clackamas County for sites near the City.

## **FINDING NO. 6-R**

### ***Historic Sites and Buildings:***

Canby was once the seasonal meeting place for tribes of local Indians and was well known for its annual crop of wild strawberries. James Baker arrived in the region in 1838 with a cattle drive from California. Baker took an Indian wife and "squatted" on land that lies just north of today's Canby. Other settlers arrived, including Philander and Anna Lee in 1848, who bought squatter's rights on what is now SE 1<sup>st</sup> Avenue. The Lees began growing apples on 80 acres of land, shipping the apples to gold miners in California. In 1850, the Lees gained title to their 647 acres through the Donation Land Claim Act, which brought many more settlers over the Oregon Trail.

Joseph Knight and four sons moved to Baker Prairie in 1868 and were instrumental in Canby's early development as they opened one of the first general

stores, built many local buildings, served as postmaster, school clerk, sheriff, druggist, blacksmith, and carpenter. Williams Knight's 1874 home still stands at 525 SW Fourth Avenue as does the 1890 Knight Building on NW 1<sup>st</sup> Avenue. The Knight Building was the original meeting place of the Canby City Council and the first home of Carlton and Rosenkrans, "Clackamas County's largest department store".

The Willamette River served as the main source of transportation with steamboats taking produce to markets in Oregon City and Portland. While pushing the Oregon and California Railroad from east Portland to San Francisco, promoters approached Philander Lee for land in 1870. Lee sold 111 acres for \$2,960 to make up a 24-block city, and the Knight Family sold 300 additional acres to the railroad. Canby's city plat was filed in Oregon City on August 9, 1870.

Two weeks prior to that Major General Edward R.S. Canby, hero of the Civil and Indian wars, arrived in Oregon City to assume command of the U.S. Army's Department of the Columbia. The new town was named in honor of the General.

Rails were laid in 1870 and in 1873 the train depot was built near what is now NW 1<sup>st</sup> and Grant. By 1890 Canby boasted three hotels and a bank. As the railroad tracks were quickly lined with warehouses, the agriculture industry grew. Local crops included grain, hay, potatoes, dairy products, berries, nuts, livestock, lumber bulbs, flowers and nursery stock. Canby became incorporated as Clackamas County's second city on February 15, 1893.

For many years, three bridges crossed the Molalla River to Canby, until local businessmen established ferry service across the Willamette River in 1914. Today the Canby ferry is one of just three ferries still operating in the state.

In 1910 the population of Canby numbered just under 600. By 1940 the community numbered nearly 1,000 and was up to nearly 1,300 by 1945. In the year 2000 Canby's population is over 12,500 and the city covers more than three square miles. Many of Canby's early homes and buildings still stand and the surrounding farmland is still speckled with original farmhouses and barns that serve as a reminder of the area's early pioneer, railroad, and agricultural heritage.

The City recognizes the importance of preserving and promoting this heritage, and towards that end has created a Historic Review Board and adopted a Historic Preservation Ordinance. Several buildings have been designated as Historic Landmarks, and an inventory has been taken of other sites eligible for designation. Original inventories provided by Mrs. Myra Weston, a local historian, and by the "Parks, Open Space, and Agriculture Subcommittee" of the Mayor's Citizen Advisory Committee in 1974 have been supplemented by more recent Clackamas County projects. Additional inventories and research will be ongoing as time and resources allow.

The City will continue to support efforts to preserve historic sites and structures, and has adopted the following policies and implementation measures to reflect that support.

**POLICY NO. 6-R: CANBY SHALL PRESERVE AND, WHERE POSSIBLE, ENCOURAGE RESTORATION OF HISTORIC SITES AND BUILDINGS.**

**IMPLEMENTATION MEASURES:**

- A) Create and maintain a list of Historic Landmarks and an inventory of historic sites and structures. Encourage the designation of eligible properties as Historic Landmarks.
- B) Support the preservation and restoration of historic properties through leadership, public education and other resources. The Historic Review Board shall lead the City's efforts in this regard.
- C) Identify any sites which should be recorded with the State of Oregon or which should be placed on record with the National Trust for Historic Preservation.
- D) Place special emphasis upon historically or architecturally significant structures in the development review process. It should be recognized that many of these structures were built prior to modern zoning and building regulations and may, therefore, require special consideration where a change in use or addition is proposed.

**FINDING NO. 7-R**

***Scenic Areas:***

The scenic aspects of the Canby area are very general in nature, as opposed to being able to identify specific sites. For example, Mt. Hood is visible from many areas within the City, and the surrounding farming area presents a picturesque setting of many of the residential areas. Likewise, the Molalla and Willamette Rivers offer a wide variety of scenic amenities.

The City has an existing ordinance requiring the undergrounding of utilities in new development, which is a positive step in helping to improve and maintain overall City aesthetics. Further aesthetic improvement could be obtained through sign control and through the Design Review Process. Other cities in Oregon, some considerably smaller in population than Canby, have successfully implemented these types of controls. The results have generally been noticeable improvements in City appearance without creating bureaucratic problems.

**POLICY NO. 7-R: CANBY SHALL SEEK TO IMPROVE THE OVERALL SCENIC AND AESTHETIC QUALITIES OF THE CITY.**

**IMPLEMENTATION MEASURES:**

- A) Continue to enforce the sign control regulations of the Land Development and Planning Ordinance.
- B) Continue to utilize the Design Review Process for major commercial, industrial, and multiple family residential development.
- C) Maintain and strictly enforce present standards for undergrounding utilities.

**FINDING NO. 8-R**

***Open Space:***

Open spaces in Canby consist of several elements. The most dominant type of open space is created by agricultural uses in and around the City. This includes pasture lands, orchards, truck farming, nursery stock, and tree farming. Of all of these, tree farming provides the most unique type of open space. Currently, there are approximately 30 acres of intense tree farming occurring within the City limits. This particular use creates extremely good open space as the operation is extremely tidy, very green, and appears, with the exception of some dust, to be fairly compatible with contiguous residential development. As noted in the Public Facilities and Services Element, this does cause some problems with interconnecting services, but it still provides a valuable open space resource.

Since there appears to be a long-term commitment to this type of farming, there is no reason not to take advantage of its existence as open space. Other open space in the Canby area is provided by three City parks, a State park, public schools, the golf course, the County fairgrounds, the rivers, and respective floodplains. The parks provide open space for more active types of recreation while the river and floodplain areas provide for more passive activities.

Since Canby still retains a great deal of its rural character due to its relatively small size and low density development, open space is not a critical need. However, as the City expands in size and development densities increase, open space is likely to grow in importance and in value. The City should, therefore, take care that quality open space is retained for future enjoyment.

**POLICY NO. 8-R: CANBY SHALL SEEK TO PRESERVE AND MAINTAIN OPEN SPACE WHERE APPROPRIATE AND WHERE COMPATIBLE WITH OTHER LAND USES.**

**IMPLEMENTATION MEASURES:**

- A) Continue to use the density bonus provisions of the Land Development and Planning Ordinance to encourage cluster development which maximize open space.
- B) In the development review process, encourage designs which surround hazardous or noisy areas with open space areas which can serve as buffers.
- C) Include the consideration of open space values within the criteria for development reviews within “H” overlay zoned areas.
- D) Note the open space values of both schools and parks when siting such facilities in the future.

**SPECIAL NOTE:**

***Willamette Greenway:***

The Willamette Greenway does include the southern shoreline of the Willamette River on the north side of the City. However, the greenway does not extend into the Urban Growth Boundary and, therefore, encroachment of potential urban uses should not be a problem. Furthermore, most, if not all, of the greenway is in the floodplain; therefore, development will be restricted to comply with Federal Flood Insurance requirements.

**FINDING NO. 9-R**

***Fish and Wildlife Resources:***

According to an inventory and analysis conducted by the State Department of Fish and Wildlife in 1976, parts of the Canby area are significant habitat areas for fish and non-game wildlife. Of special importance are the Willamette and Molalla Rivers and their adjacent riparian environments, Spring Branch Creek and its riparian surroundings and all open space areas in and around the City. Hawks, owls, songbirds, small mammals, and various reptiles and amphibians, as well as both anadromous and fresh-water fish are considered to be resources of the Canby area.

No rare or endangered species are known to inhabit this area, and no significant habitat areas have been identified for game wildlife in Canby or its urbanizable surroundings.

Without attempting to isolate individual nesting sites or other specific features, it is apparent that the City does have the capability to maintain habitat areas overall by some fairly basic actions. These include limiting development of the steep slopes adjacent to the Molalla River and preserving open space as much as possible in new developments. Encouraging tree planting and landscaping programs may also be of some help.

What this means is that the types of measures promoted elsewhere in the Comprehensive Plan to encourage clustering of buildings, meet federal air and water quality standards,

and limit development in hazardous location, will have residual benefits in terms of fish and wildlife protection.

**POLICY NO. 9-R: CANBY SHALL ATTEMPT TO MINIMIZE THE ADVERSE IMPACTS OF NEW DEVELOPMENTS ON FISH AND WILDLIFE HABITATS.**

**IMPLEMENTATION MEASURES:**

- A) Continue to enforce overlay zoning of flood-prone and steep slope areas to limit the densities and intensities of development in such areas. Include consideration of fish and wildlife values within “H” overlay zoned areas.
- B) Encourage cluster development as a means of assuring large open space areas.
- C) Assist in the enforcement of State and federal regulations governing air and water pollution.
- D) Enforce design review requirements for landscaping and tree planting.
- E) Continue to cooperate with the State Department of Fish and Wildlife in the management of fish and wildlife at the community park along the Molalla River.

**FINDING NO. 10-R**

***Wetlands:***

The inventory of wetlands was executed as a part of the goals update process and as a part of the review of four specific development projects which were nearby streams and suspected wetlands. Ten significant wetlands have been inventoried within the UGB, including eight in the City limits. The inventory was developed by using the Fish and Wildlife Service National Wetland Inventory Map, aerial photos for Canby, base maps of Canby, and field observations. Every site has been assigned a number, as shown on the attached map.

*Site #1* – This is located in Canby Community Park and on Torgeson/Nelson property (private property) which contains a pond and excellent riparian area. A pond, which is part of the park, connects with the riparian environment on Torgeson’s property. It is being used for recreational purposes and by students of biology from Canby High School for educational purposes. Water comes from springs and drains into the Molalla River through a culvert. The water is fresh and transparent. It may be the most significant natural resource in the City which deserves protection. It is the most impressive wetland in Canby. One interesting aspect of the area is the variation in vegetation structure and wetland.

A 138-unit manufactured home park has been approved adjacent to the wetlands, as proposed by Mr. Nelson, and was under construction in 1992. After a survey and recommendation by Lynn Sharpe, a wetlands consultant, the owner offered to dedicate the entire wetlands area to the City. The City expects to add the land to its adjacent Community Park. Recommended mitigation will be carried out prior to occupancy of the park. Bike and pedestrian paths will be constructed in adjacent areas for public enjoyment of the wetlands experience. The recently constructed subdivision in the uplands area adjacent to the north has dedicated the entire slope area up to the middle of the stream course to the City, as well. Erosion control plans are being carried out.

*Sites #2, 3, and 4* – These sites are located in the Canby Utility Board’s bottomland property behind the City water treatment plant. Sites #2 and #3 are small and seasonal wetlands which have not been identified on the national wetland inventory map. Site #4 is an inaccessible pond. Dense plants and trees are concentrated around them. They represent excellent wildlife habitat.

*Site #5* – It is a great pond and wildlife area between Highway 99-E and First Avenue. It is really an impressive wetland with well developed upper story, under story and floor plants around it. Woodland around the pond supports several wetland species. The dense upper story and under story includes: Elderberry Red, Azolla, Holly, Cottonwood, Alder, Douglas Fir, Red Cedar, Poison Oak, and numerous others. Vegetation is so dense in most of the area that it is impossible to make trails. Water is supplied from springs and a well, which is used for irrigation. A dam has been built on the north side to retain water for irrigation. Surplus water drains into the Willamette River through the riparian environment. The water level is about 16 feet below the top of the bank. The water is clean with plants such as dogwood, overhanging the surface.

*Site #6* – It is situated to the northwest of site #5 and south of Highway 99-E. It is a pond with a dam to its north for water retention. Its edges have been fenced and landscaped by the owner. The pond is private property and is a great wildlife habitat. A trail around the pond has been maintained through the blackberry plants. Water supply comes from springs and drains into the Willamette River through the riparian environment. The water is fresh and transparent.

*Sites #7, #8, and #9* – These sites are ponds which are located in the Willamette Valley Country Club golf course. One is in the center of the golf course, and the other two are on the northern corner. They were built as a part of the golf course at the lowest levels. Sites #8 and #9 were swampy areas which were converted into ponds by pumping water from the Willamette River. The pond water is used for irrigation. Chemicals are used to keep the water clean so, as a result, the water is green. Wildlife habitat does exist in the ponds. Ponds #7 and #8 have islands of vegetation which are the sources of food and nesting habitat.

*Site #10* – This area is a dammed stream near Territorial Road, easterly of Redwood Street. In 1992, the area surrounding the stream/wetland was owned by Wayne Scott and the Larson family. Lynn Sharpe has staked the site, and the State DSL has accepted the

delineation and approved mitigation procedures for the northern portion of the site while a subdivision is being built. Erosion control plans are being carried out.

***Wetland Classification:***

Wetlands which occur in Canby are different in size, types, and shapes. All the wetlands have palustrine system/classification. Most of the wetlands contain fresh water which comes from springs and/or wells, except #7, #8 and #9, which pump their water from the Willamette River.

The wetlands in the City of Canby are small, shallow, permanent, non-tidal water bodies dominated by plants which are trees and shrubs. Seven of them are located in the 100 year and/or 500 year flood plains. These wetlands contain deep water habitats dominated by plants that grow on and/or below the water surface for most of the growing seasons. These wetlands have year-round water which helps in the growth and reproduction of the habitats. The dominant plants which float on the surface are duckweeds, water lettuce, etc. Wetland #1 (partly), #4, #7, #8 and #10 have open water and details of their bottoms are unknown. The lower part of Wetland #1 (Torgeson/Nelson property) has been there for a number of years, as evident from the dominant grasslike plants.

Water regimes of all the wetlands are non-tidal. Surface water is present throughout the year in all the wetlands, except the season wetlands (Wetlands #2, #3 and the lower part of #1) where the surface water is presently only in the early part of the year, or in the growing seasons. In Wetland #1 (pond), #4, #5, #6, #7, #8, #9 and #10, the amount and duration of flooding is also controlled by means of pumps and/or dams. Wetland #1, #4, #5, #6 and #10 have dams/barriers to obstruct the outflow of the water.

***POLICY NO. 10-R: CANBY SHALL ATTEMPT TO MINIMIZE THE ADVERSE IMPACTS OF NEW DEVELOPMENTS ON WETLANDS.***

***IMPLEMENTATION MEASURES:***

- A) The City will assist the State Division of State Lands and Army Corps of Engineers in enforcement of State and Federal regulations (ORS 227.350) related to any development activity which may adversely impact wetlands.
- B) Prior to approval of, and as required by ORS 227.350, any development activity which may be near a wetland, the City will require a delineation of the boundary of the wetlands by the State Division of State Lands.
- C) Provide protection of wetlands resources as part of land use and development processes.
- D) Work with Clackamas County on implementing their Erosion/Sedimentation Control Plan requirements for any development activity.



- E) The City will utilize the attached Federal Northwest Inventory of Wetlands Map as a resource in determining potential for impact by development activities.



## **HAZARDS**

### **FINDING NO. 1-H**

#### ***Topography and Slope:***

The Canby area in general is fairly level with the overall slope falling in a northward direction toward the Willamette River. The south City limits area of Canby is at an elevation of approximately 170 feet while the north edge of the City is approximately 100 feet in elevation. The CBD area is at the 130 foot elevation.

The predominate slope in the area is three percent or less. Slopes in excess of 12 to 15 percent can be found along the east bank of the Molalla River and along some of the south bank of the Willamette River, but these constitute only a small portion of the area. Slopes of 8 to 12 percent can be found occasionally along the drainage swales or in some of the subdrainage area. Overall, slope is not a problem to urbanization, although it is a constraint to urban growth along the east bank of the Molalla River where the combination of the river and bluff does form a considerable barrier.

#### **POLICY NO. 1-H: CANBY SHALL RESTRICT URBANIZATION IN AREAS OF IDENTIFIED STEEP SLOPES.**

#### **IMPLEMENTATION MEASURES:**

- A) Continue to regulate property divisions to prevent the creation of lots in areas which are inaccessible or unbuildable because of steep slopes.
- B) The Planning Commission may require a certified statement from a registered engineer or engineering geologist prior to construction in areas of steep slopes identified by "H" overlay zoning.

### **FINDING NO. 2-H**

#### ***Flood-Prone Areas:***

The City of Canby is surrounded on three sides by flood-prone areas along the Willamette and Molalla Rivers. As a participant in the Federal Flood Insurance Program, the City is obligated to regulate development in these flood-prone areas. The Federal Emergency Management Administration (FEMA) has commissioned the firm of Montgomery Engineers, Inc., to analyze and computer-map the Canby area to determine the relative flood hazards of different land elevations.

The Federal Flood Insurance Program identifies two types of flood-prone areas which require special development regulations. The first is the "Floodway" area which is the most hazardous area where the direct, rapidly moving, floodwaters are found. Virtually all development in the floodway area must be restricted to protect life and property. The

second area, the “flood-fringe” is the property outside of the floodway where some development can be allowed, provided that it is elevated above flood levels.

By participating in and meeting the requirements of the Federal Flood Insurance Program, Canby provides its residents with the opportunity to purchase federally supported flood insurance. This could be of tremendous local importance in the event of significant flooding of the sort which has occurred fairly frequently in the last 100 years.

**POLICY NO. 2-H: CANBY SHALL CONTINUE TO PARTICIPATE IN AND SHALL ACTIVELY SUPPORT THE FEDERAL FLOOD INSURANCE PROGRAM.**

**IMPLEMENTATION MEASURES:**

- A) Continue to enforce the provisions of the “H” overlay zone which restricts development in areas of identified flood hazards.
  
- B) In reviewing development proposals, prevent the creation of additional building sites in hazardous locations, encourage the clustering of development in the most appropriate locations, and require proof from a registered surveyor or engineer that proposed buildings will have habitable floor elevations at least one foot above the flood levels identified in the engineer’s mapping.

**FINDING NO. 3-H**

***Other Construction Limitations:***

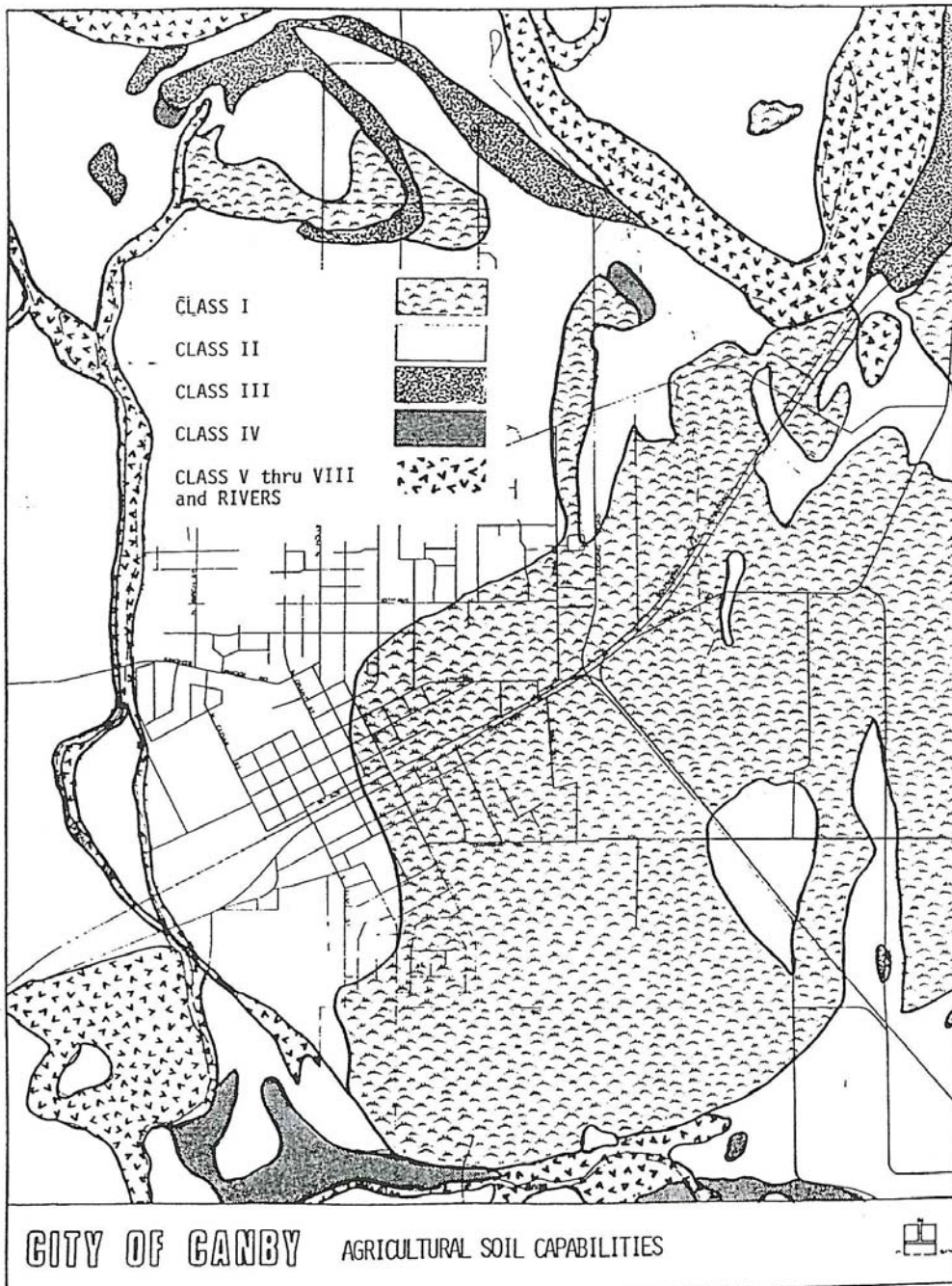
Although relatively minor when compared to other hazards, Canby does contain certain areas with physical characteristics which are likely to limit the kinds of construction which will occur there. These characteristics include the expansive soils which tend to expand when wet and contract when dry, high water tables, and excessively shallow topsoil with underlying bedrock.

Each of these conditions occurs only to a minor extent and is not considered to present a hazard to human life. Some potential does exist for minor property damage or excessive construction costs as a result of development within these areas, however. Recognizing the relatively limited extent of these conditions and the low level of risk they present, the City’s approach to development of these areas will be advisory rather than regulatory. In other words, an effort will be made to advise builders and property owners of the potential hazards, but no strict regulations will be enforced unless the scope of the hazards turns out to be more serious than present information indicates.

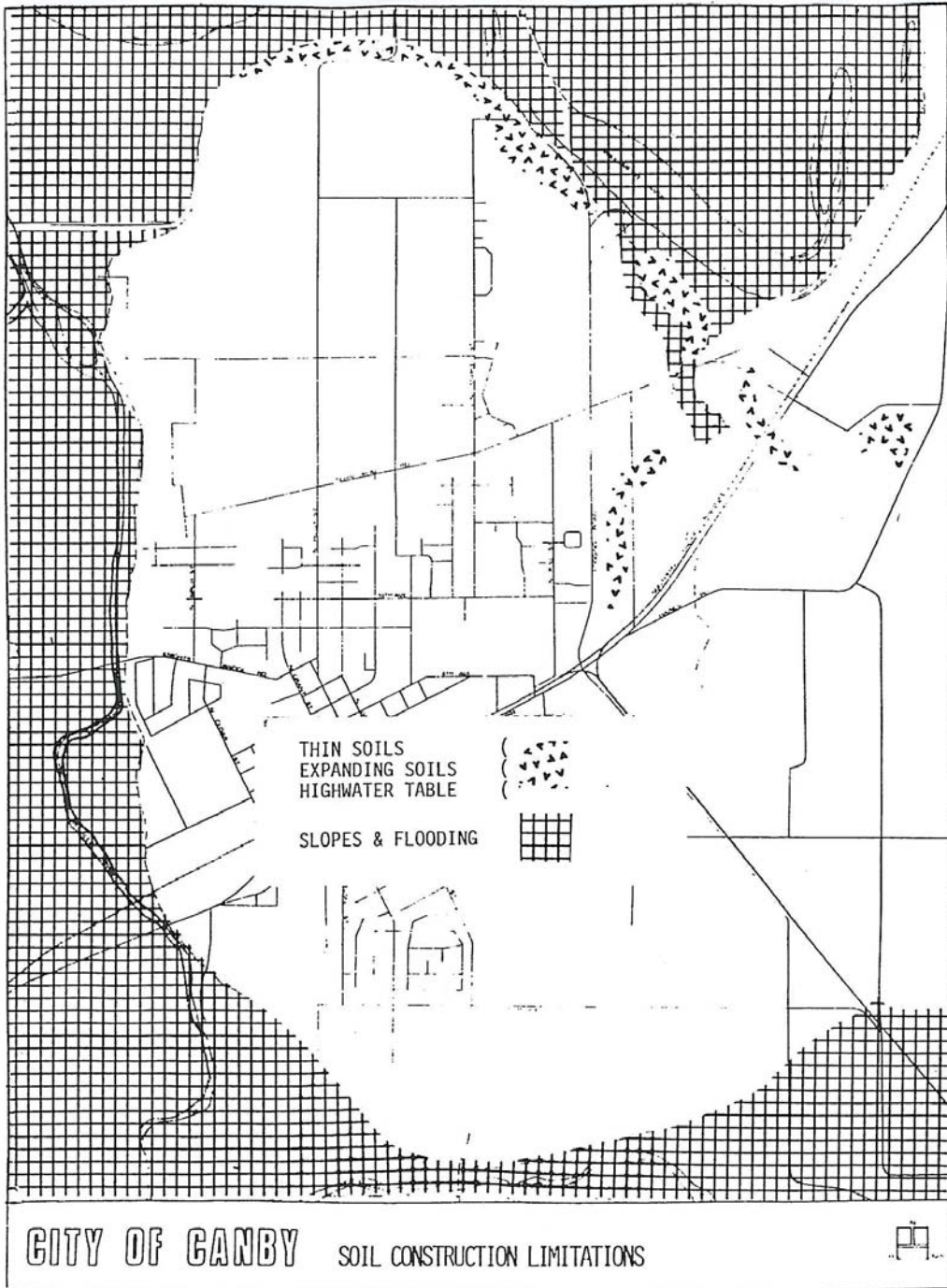
**POLICY NO. 3-H: CANBY SHALL SEEK TO INFORM PROPERTY OWNERS AND BUILDERS OF THE POTENTIAL RISKS ASSOCIATED WITH CONSTRUCTION IN AREAS OF EXPANSIVE SOILS, HIGH WATER TABLES, AND SHALLOW TOPSOIL**

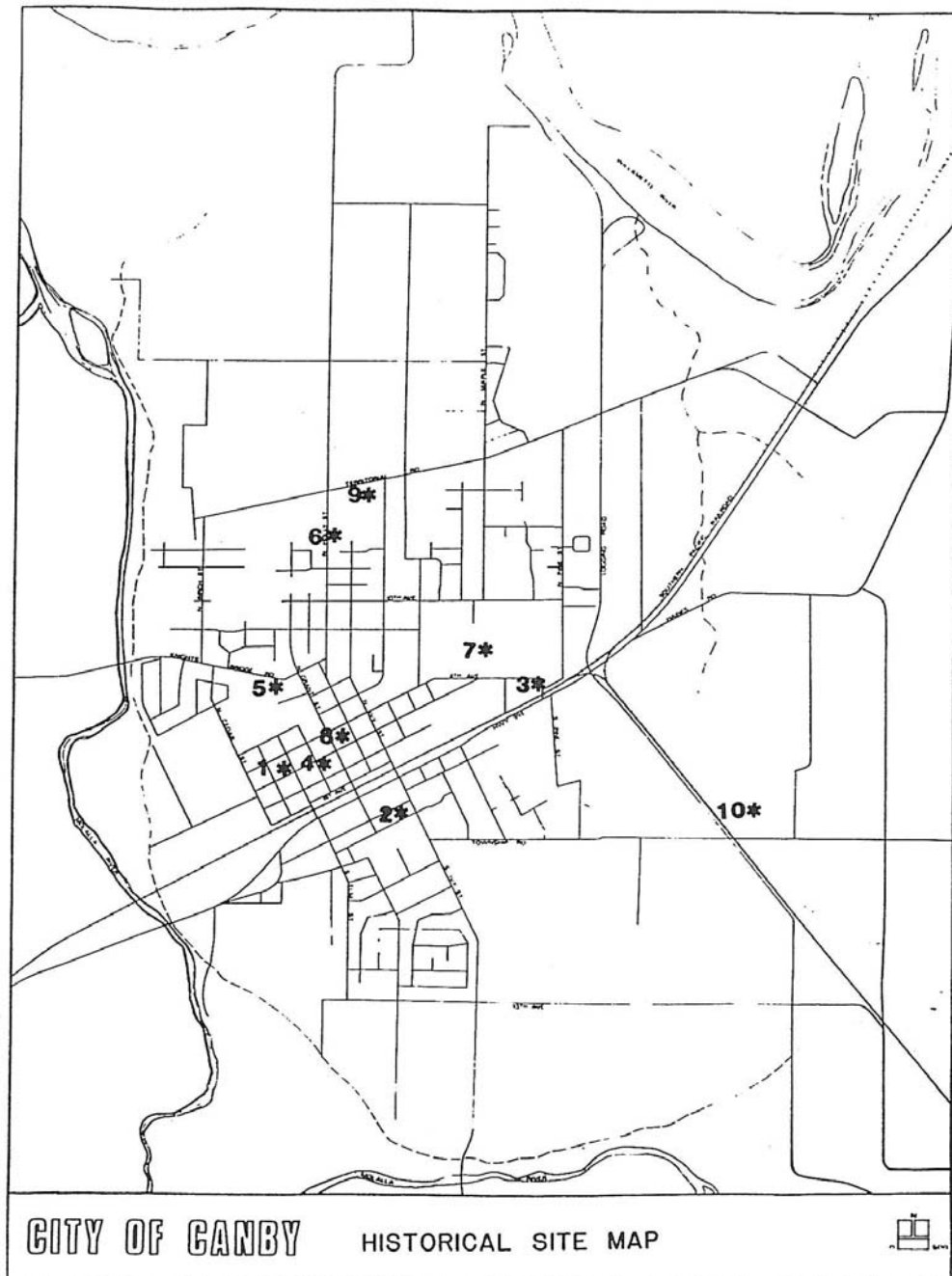
**IMPLEMENTATION MEASURES:**

- A) Copies of the publication “Geology and Geologic Hazards of Northwestern Clackamas County, Oregon, 1979” by the State Department of Geology and Mineral Industries, will be kept on file in City Hall and made available to those who are interested.
  
- B) If deemed necessary on a case-by-case basis, the Planning Commission may require developers to record a written statement disclosing to potential purchasers that their properties may be exposed to some risk because of physical construction limitations.
  
- C) If, through the development process, the Planning Commission finds that special conditions of approval are necessary to mitigate or minimize the risks associated with construction in such areas, the Commission may impose such conditions.



Canby Comprehensive Plan





Canby Comprehensive Plan



## ***TRANSPORTATION ELEMENT***

### **GOAL: TO DEVELOP AND MAINTAIN A TRANSPORTATION SYSTEM WHICH IS SAFE, CONVENIENT AND ECONOMICAL.**

#### **BACKGROUND**

Transportation is of concern in Canby's future in two equally important ways. First, Canby's access to surrounding urban areas and the world outside the City limits is important in terms of the movement of goods, services, and people. Second, transportation networks within the City will become increasingly important in terms of efficiency, convenience, and safety as Canby continues to grow.

This means that the Transportation Element must address both aspects of local transportation: those within the City, and those connecting Canby with the outside world.

In considering Canby's situation from a regional perspective, the shortage and high cost of gasoline and diesel fuels are major factors. Canby relies heavily on the greater Portland and Salem urban areas for employment, goods, and services. The major transportation network connecting these areas is the State highway system. Rail transportation is also very significant in Canby but it, too, relies on diesel fuel, and it has limited potential for commuter service in the foreseeable future.

The gas crunch has forced nearly everyone to re-evaluate their transportation policies and systems. While the automobile and the truck will probably continue to be the main forms of transportation for passengers and goods, mass transit, walking, bicycles and other forms of transportation will take on much more important roles. This will mean: (1) a re-evaluation of the role that mass transit plays; (2) we need to develop a self-sufficiency in terms of employment and housing to reduce commuter trips; (3) land uses will have to be concentrated so that shorter trips are necessary; (4) more emphasis will need to be given to bike and pedestrian routes and other alternative forms of transportation.

Canby is fortunate in that it is relatively close to a freeway (I-5) and a navigable river (Willamette). The Willamette has been used in the past for transportation and may play an increasingly important role in the transport of goods. The rail line through the center of town is often an inconvenience to residents of the City, but in view of changing transportation needs, it could become a distinct advantage.

On January 18, 1977, the Oregon Transportation Commission adopted Oregon Transportation Policy 1977. The first policy is as follows: "Policy I-A. Department will make a maximum effort to protect and maintain the existing State highway, airport, and park systems, so as to retain operating conditions that will not be detrimental to the economy of the community and the public well being. This will not exclude consideration of new facilities and services if evaluation of total benefits and costs show that such improvements meet the public need." The obvious thrust of the policy is that the State will fund new facilities only if the need is extreme and can be demonstrated

sufficiently. This means that Canby will have to do all it can to solve its own problems without relying on state financial assistance. Federal transportation funds are similarly in short supply. (For a more thorough analysis of Canby's funding alternatives see the *PUBLIC FACILITIES AND SERVICES ELEMENT*.)

As is evident throughout the Comprehensive Plan, Canby is a community with definite plans for its future. Moreover, Canby is working to expand housing opportunities, to encourage industrial development, and to provide public facilities and services which keep pace with growth. All of these planning efforts necessitate improvements in the City's transportation systems. The improvements range from the removal of barriers in the sidewalk system to the construction of entirely new arterial roads. The tasks outlined in this Element range from actual physical improvements to political support from regional transportation policies. All of these diverse things have a direct bearing on Canby's future growth potential.

In the review of preliminary drafts of the Transportation Element, it was recognized that the various policies and implementation strategies are primarily geared to basic level improvement to, or maintenance of, the transportation systems. It should be noted, however, that more innovative improvements or designs may actually be warranted. Such things as a complete loop road surrounding the City or a realignment of Highway 99-E may someday become feasible.

It is not the intention of the City, in adopting this Transportation Element, to discourage such innovative lines of thinking. Nor is it our intention to preclude approaches to transportation which go beyond the topics covered here. Rather, the contents of the Transportation Element should be viewed as the minimum acceptable plan to accommodate the transportation needs of an eventual community of 20,000 persons.

### **FINDING NO. 1**

In order to meet anticipated increases in traffic counts and to accommodate heavier truck usage in commercial and industrial areas, certain streets will require major upgrading. Some of the streets (e.g., N. Redwood St.) do not necessitate immediate concern because they do not yet carry heavy traffic loads. Others, notably N. Pine and S. Elm Streets, warrant immediate action to rectify an already bad traffic situation. It should also be noted that many of the local streets which are most in need of repair are actually County roads, over which the city has no official jurisdiction. They are included within this discussion because they play a critical part in Canby's overall transportation picture which must not be ignored.

**POLICY NO. 1: CANBY SHALL PROVIDE THE NECESSARY IMPROVEMENT TO CITY STREETS, AND WILL ENCOURAGE THE COUNTY TO MAKE THE SAME COMMITMENT TO LOCAL COUNTY ROADS, IN AN EFFORT TO KEEP APCE WITH GROWTH.**

### **IMPLEMENTATION MEASURES:**

A) Adopt and prioritize as part of the city's overall Capital Improvement Program, the following list of City streets and County road for major upgrading and improvements:

- 1) N. and S. Ivy Street (City and County)
- 2) S. Elm Street (City)
- 3) S.E. Township Road (County)
- 4) N.E. & N.W. Territorial Rd. (Mostly County)
- 5) N. Pine Street (Mostly County)
- 6) N.E. & N.W. Third Avenue (City)
- 7) N.E. Tenth Avenue (City)
- 8) N. Maple Street (City and County)
- 9) N. Redwood Street (County)
- 10) S.E. 13<sup>th</sup> Avenue (County)
- 11) N. Holly Street, North of Territorial Road (County)
- 12) N.E. Fourth Avenue (City)

B) Continue the present system of maintaining other City streets on the basis of severity of condition and amount of use received.

C) Encourage property owners to form Local Improvement Districts for the purpose of upgrading roads, whether or not they are part of the prioritized list. If funding constraints develop, follow the priorities established in the Capital Improvement Program.

D) City engineering staff shall set about to establish grades and conduct the other necessary preliminary surveying and engineering to allow for the improvement of all streets in Canby.

E) Utilize the provisions of the Land Development and Planning Ordinance to prevent the creation of dead-end streets which do not have adequate turnaround facilities.

**FINDING NO. 2**

Canby has been relatively fortunate, thus far, in that new streets of adequate quality have generally been constructed to meet the community's growth needs. Such roads have usually been constructed by developers, often at the insistence of the City Planning Commission or City Council. Canby is now reaching the point, however, where major new roads (collectors or arterials) are needed. This is especially evident on the south side of town where S. Ivy Street is already overburdened, serving as a main arterial all the way to the Molalla area. Some of the areas needing new roads are only sparsely developed at this time. These roads are needed, however, because of the density or intensity of development which is planned to occur over time. In some cases, the entire development potential of large tracts of land will be limited until adequate new roads are

constructed. This is especially true of the areas planned for residential growth on the south side of town and the proposed industrial area to the southeast of town.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Adopt and prioritize, as part of the City's overall Capital Improvements Program, the following list of major new streets to be constructed.
  - 1) S. Pine extension from Highway 99-E to S.E. 13<sup>th</sup> Avenue
  - 2) S. Redwood extension from Highway 99-E and/or Haines Road, generally parallel with the Molalla Forest Road
  - 3) S.W. 13<sup>th</sup> Avenue, extension to connect with S.W. Berg Parkway
  - 4) Extension of S.W. Berg Parkway across planned overpass to connect with N.W. Baker Drive
  - 5) N.W. 2<sup>nd</sup> Avenue extension to connect with N.E. 4<sup>th</sup> Avenue near the Fairgrounds
  
- B) Encourage property owners to form Local Improvement Districts for the purpose of constructing City streets, whether or not they are part of the prioritized list. If funding constraints develop, however, it may be necessary to limit L.I.D.'s to follow the priorities established in the Capital Improvement Program.
  
- C) Utilize any and all feasible means (as outlined in *the PUBLIC FACILITIES AND SERVICES ELEMENT*) to finance the construction of new roads and other transportation services. Utilize the flexibility of different funding methods, combinations of funding methods, and creative methods of assessment to assure that the costs of needed improvements are shared by all benefited parties.
  
- D) City engineering and planning staff will study alternative road alignments and conduct other necessary studies for the City Council's ultimate adoption. Upon adoption, the provision of the Land Development and Planning Ordinance will be utilized to prevent the construction of any structures which would hinder the later development of the road. Copies of such adopted road alignment shall be forwarded to Clackamas County for all unincorporated areas, requesting that they likewise limit new construction which would conflict with planned road alignments.
  
- E) The Adoption of Ordinance No. 690 resulted in a reduction of standard residential street rights-of-way from 60 to 50 feet. Further reduction should be considered unless the additional width is needed for bike lane purposes.

Additional easement width may be required, but the reduction in right-of-way width should provide more design flexibility for builders while removing less property from the tax roll.

**FINDING NO. 3**

Intersections are often overlooked in the process of transportation planning. They are critical in terms of both efficiency and safety, however. The best improved road surface and most logical road alignment are of no value if they are served by unsafe or poorly designed signals. Canby has a number of intersections which either presently are, or could become, trouble spots in term of safety and convenience. Rectifying these intersection problems is every bit as important as upgrading our poorer streets and constructing new major roads.

**POLICY NO. 3: CANBY SHALL ATTEMPT TO IMPROVE ITS PROBLEM INTERSECTIONS, IN KEEPING WITH ITS POLICIES FOR UPGRADING OR NEW CONSTRUCTION OF ROADS.**

**IMPLEMENTATION MEASURES:**

- A) Include within the Capital Improvements Program, in an order based upon the priorities established for road upgrading and/or new construction, the following list of intersections needing major improvements:
  - 1) Ivy Street and Highway 99-E
  - 2) Pine Street and Highway 99-E
  - 3) Redwood Street/Haines Road and Highway 99-E
  - 4) Territorial Road and Highway 99-E
  - 5) S.W. Berg Parkway and Highway 99-E (assuming that an overpass is to be constructed in this area).
  - 6) Township Road and the railroad crossing
  
- B) City engineering, planning and police staff shall develop alternative improvement plans for consideration by the City Council. After approval by the City Council the improvement plans for each intersection shall be included within the overall Capital Improvement Program.
  
- C) City police staff will begin filing copies of each accident report with the public works staff who will plot each accident on a base map kept for this purpose. The nature and location of repeated accidents shall be considered in future Capital Improvement Programming.

**FINDING NO. 4**

Sidewalks are a critical part of a community's overall transportation system. Areas without adequate sidewalks tend to have higher rates of auto-pedestrian accidents and

lower property values. Canby is known to have relatively high percentages of residents who are elderly and residents who are children; both are major uses of sidewalks. Unfortunately, Canby's existing sidewalk system is inadequate for a variety of reasons. Many areas have no sidewalks at all. Others have sidewalks which are misaligned, poorly constructed, or blocked by barriers such as trees, power poles, or fire hydrants. Only recently has the City budgeted funds for sidewalk development, relying in the past on individual developers or Local Improvement Districts. Recognizing the need to shift priorities away from automobile usage, however, the City has begun to provide funds which can be used as "seed money" to stimulate investment in sidewalk construction. The City has also recognized that developers can be required to construct needed sidewalks along with other improvements.

**POLICY NO. 4: CANBY SHALL WORK TO PROVIDE AN ADEQUATE SIDEWALK AND PEDESTRIAN PATHWAY SYSTEM TO SERVE ALL RESIDENTS.**

**IMPLEMENTATION MEASURES:**

- A) Include in the overall Capital Improvement Program a master plan of sidewalk development which identifies those areas which are most in need of sidewalks.
- B) Actively promote the formation of Local Improvement Districts for sidewalk improvement. Recognizing that sidewalks provide benefits to the entire neighborhood, the City will employ unique assessment methods, if necessary, or otherwise stimulate the financing of L.I.D.'s for sidewalk construction.
- C) The standard City policy of requiring the support of the majority of property owners in an L.I.D. may be reduced to the legal limit of only 1/3 of the property owners where the L.I.D. is intended to provide sidewalk improvements.
- D) Allow for increased flexibility in sidewalk design, having sidewalks go around obstacles such as large trees and allowing sidewalks to be located on special easements (rather than in the street right-of-way) where necessary.
- E) Continue to strictly enforce the sidewalk construction requirements of the Land Development and Planning Ordinance.

**FINDING NO. 5**

The prospect of constructing some form of overpass or underpass, as an alternative to crossing the railroad tracks, has long been the subject of discussion in Canby. It is not merely a matter of convenience, however, as basic public safety is involved. As was discussed in the Public Facilities and Services Element, both sides of the railroad tracks face reduced emergency response capabilities with the police station on the north side of

the tracks and the ambulance and fire station located on the south. This means that essential emergency services can become unavailable from one side of town to the other, at any given time of the day or night.

Realistically, though, it is acknowledged that the construction of a functional overpass or underpass would be an extremely costly project. To bring such a project to reality would require the strong support of the City taxpayers, the State Department of Transportation and the Southern Pacific Railroad Company. Interim measures are put forth in the Public Facilities and Services Element in order to assure adequate emergency services on a short-term basis. It must be recognized that a long-term solution to this transportation problem will only exist when some sort of underpass or overpass has been constructed at a convenient location in the City.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Include the project within the overall Capital Improvement Program. Engineering staff to include an analysis of alternative locations and basic designs within the Capital Improvement Program.
- B) After adoption of the Capital Improvement Program by the City Council, the City will begin to seek State and federal grant assistance for preliminary engineering, property acquisition and eventual construction of the overpass or underpass.
- C) In recognition of the community-wide significance of such a facility, the City may utilize the option of general obligation bond funding to finance all or part of this project.

**FINDING NO. 6**

Over the course of the past 15 years, or so, the Canby Planning Commission and City Council have worked towards the prevention of traffic obstructions in the design of new developments. They have strived to prevent the construction of dead-end streets without adequate turnarounds and they have generally prevented the development of “half-street” improvements which do not provide adequate access. It is now appropriate to formalize such established policies by specifically addressing them in the Comprehensive Plan.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Continue to strictly enforce the requirements of City Ordinances to assure that every dead-end street is provided with an adequate turnaround area. Temporary turnarounds may be utilized, but the Planning Commission may impose the necessary requirements to assure that such temporary dead-ends can, and will, be eventually continued.
- B) Continue to prevent “half-street” developments. The Planning Commission should retain some discretion to set specific conditions of approval on a case-by-case basis, but not to the extent that access is impaired.
- C) In reviewing development proposals, assure that access is adequate but discourage unnecessary traffic through residential neighborhoods. Close coordination will be maintained between the circulation patterns in new developments and the density, intensity, and design of the proposed land use.
- D) Continue to require developers who propose to block the logical extension of a public street to prove that such a street extension is not needed or that some other reasonable street alignment is still feasible.

**FINDING NO. 7**

In recent years, bicycles have come to be recognized as legitimate transportation alternative to the personal automobile. They are no longer considered to be for recreational purposes only. Statistics show than an increasing number of vacationers and other long distance travelers are choosing the bicycle as their mode of transport. Canby has done little in the way of bikeway planning in the past, largely because of the relatively low traffic volumes on City streets. Bicyclists have generally been able to use the streets without conflicts with motorized vehicles. In fact, even such low speed vehicles as electric golf carts and garden tractors are known to utilize Canby’s street systems with no apparent conflicts. Unfortunately, the City’s traffic volumes will tend to increase as the City continues to grow. This means that the City must work to provide safe, sensible bicycle lanes or paths (and, perhaps, special areas for other slow moving alternative vehicles) as a part of the overall transportation planning effort.

**POLICY NO. 7: CANBY SHALL PROVIDE APPROPRIATE FACILITIES FOR BICYLCES AND, IF FOUND TO BE NEEDED, FOR OTHER SLOW MOVING ENERGY EFFICIENT VEHICLES.**

**IMPLEMENTATION MEASURES:**

- A) Require developers to provide sufficient right-of-way, and physical improvements, to allow for bike paths along roadways, as needed for proposed developments.



- B) Increase public awareness of the fact that drivers are expected to share City streets with bicyclists.
- C) Strictly enforce traffic regulations affecting both cyclists and drivers.
- D) Work with Clackamas County and the State of Oregon in efforts to connect Canby's bicycle planning with that done for the entire region.
- E) Include within the overall Capital Improvement Program, a master plan for bicycle path development which identifies those routes where bike paths are most needed.

**FINDING NO. 8**

Much of Canby's history revolves around the railroad. Southern Pacific tracks virtually divide the City's total planning area in half. The inconvenience and emergency response limitations imposed by this situation are discussed elsewhere in the Transportation Element. It is important to note, however, that the community's access to the rail lines could be of major benefit as Canby continues to grow. This is especially true where Canby will be competing against other communities for industrial development. Review of the Land Use Element clearly indicates Canby's intentions to maximize the use of the existing rail lines and to increase the use of the "Molalla Spur." In order to bring these things about, the City will have to work closely with Southern Pacific Company and with the State Division of Highways to prevent conflicts between motor vehicles and trains.

**POLICY NO. 8: CANBY SHALL WORK COOPERATIVELY WITH THE STATE DEPARTMENT OF TRANSPORTATION AND THE SOUTHERN PACIFIC RAILROAD COMPANY IN ORDER TO ASSURE THE SAFE UTILIZATION OF THE RAIL FACILITIES.**

**IMPLEMENTATION MEASURES:**

- A) Seek improvements to the warning devices at the following rail crossings.
  - 1) N. Redwood Street and Southern Pacific line
  - 2) Township Road and "Molalla Spur"
- B) Attempt to develop a communication system which will allow railroad personnel to notify the City's police and fire dispatchers directly, when they are about to block a major crossing point. This would allow emergency vehicles to chart an alternative course and avoid blocked intersections. This could be especially important where a train has blocked traffic on Highway 99-E.

- C) When reviewing proposed industrial developments along rail lines, require appropriate site planning to allow for rail service without blocking motor vehicle traffic.

**FINDING NO. 9**

There is no Canby Airport, per se, but there are several small landing strips (the Aurora Airport and the Mulino Airport) now scheduled for expansion by the Port of Portland, within a few miles of the City. No landing strips are planned for inclusion within Canby's Urban Growth Boundary, so no special land use precautions are necessary to present flight path obstructions. Surrounding airports and landing strips do have an effect on the City's growth, however, because of the demand for air service by both private residents and businesses.

The number of private individuals who are learning to pilot small aircraft has increased dramatically in recent years. The State Division of Aeronautics has indicated a need to supply more small airport facilities, statewide, to meet the increasing demand.

Many industries, particularly those which are part of large corporations having other offices elsewhere, attempt to find developable sites in close proximity to an airport. Often, they utilize air service to transport their staff persons rather than goods. As the City attempt to diversify its local industrial base, the easy access to the Aurora and Mulino Airports could be of some importance. Plans to expand and upgrade these airports could be of special significance.

**POLICY NO. 9: CANBY SHALL SUPPORT EFFORTS TO IMPROVE AND EXPAND NEARBY AIR TRANSPORT FACILITIES.**

**IMPLEMENTATION MEASURES:**

- A) Notify the Federal Aviation Agency and the State Division of Aeronauts of Canby's recognition of the need for, and support of, improvements to nearby airports, heliports and landing strips.
- B) Place special emphasis upon support for expansion of airports where Canby can expect to derive economic benefits from such improvements.

**FINDING NO. 10**

The concept of having some form of "mass transit" serving a small City seems, on the surface, to be economically unfeasible. A rapidly growing small City adjacent to two large metropolitan centers must look beyond the present commuter trend, however, to a time when other forms of transit will be needed to replace the private auto. This is precisely the situation which Canby now faces. Tri-Met Bus Service presently offers 17 trips per day; connecting Canby with the greater Portland area by way of either Oregon City or Wilsonville. Greyhound also provides some service to either Portland or Salem

on a daily basis. Unfortunately, neither is a *convenient* alternative for most commuters because of the infrequency of departures and the relatively long travel time.

Canby also lacks any sort of intra-city transit system. Local taxi service is not available as the high costs of fuel and overhead render the taxi as an unsuitable form of transit for many local residents. The local “Loaves and Fishes” program provides for some of the transportation needs of local elderly persons, using vans provided by the City. This service cannot meet all of the needs of the elderly and cannot, therefore, be expected to meet the needs of other transportationally disadvantaged residents. As with some other public services, Canby simply does not appear to be large enough to support a commercial intra-city transit system well before reaching the 25,000 population mark.

**POLICY NO. 10: CANBY SHALL WORK TO EXPAND MASS TRANSIT OPPORTUNITIES ON BOTH A REGIONAL AND AN INTRA-CITY BASIS.**

**IMPLEMENTATION MEASURES:**

- A) The City Council and City staff will work closely with representatives of Tri-Met, to make sure that Canby’s growing needs are understood and adequately addressed by that regional transportation agency.
- B) Continue to support the efforts of “Loaves and Fishes” in providing transportation to the elderly.
- C) Support the efforts of any other reputable organization to supply transportation services to the handicapped.
- D) The City staff will play the role of liaison with other agencies and other communities engaged in supplying mass transit.
- E) As a means of demonstrating the City’s concern for efficient transportation alternatives, have staff people establish and coordinate a car-pool/van-pool system for people who would otherwise be commuting to work in Portland or Salem.

**FINDING NO. 11**

The Willamette River is a well known environmental and recreational resource, but it is also a significant transportation resource. Its future value in transporting people is uncertain at this time, but it is already very important for transporting logs from Canby to Oregon City for processing. Canby’s city limits do not include any portion of the river, but the City should be involved in plans and development proposals which may occur at the County, regional, or State level.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Contact the Port of Portland, Clackamas County, the Metropolitan Service District, and the various State agencies which have jurisdiction over the river, requesting that the City be notified of, and given the opportunity to comment on, any development or utilization proposals affecting the area between Wilsonville and Oregon City.

**FINDING NO. 12**

In spite of all the other forms of transportation discussed in this Element, none have had a greater impact on the City's growth than the State highway system. Improvements made in recent years to Highway 99-E and, more importantly, Interstate 5, have made Canby more accessible to commuters.

Canby's connection with I-205 via Highway 99-E could prove to be important in the future because of the improved access provided to the Portland International Airport and the City of Vancouver, Washington. The proposed Oregon City by-pass could also benefit Canby.

A recent reworking of Highway 99-E through the City has provided a continuous left-turn "refuge," thereby improving access to the businesses situated along the route. Unfortunately, street parking along the Highway had to be sacrificed to make that possible.

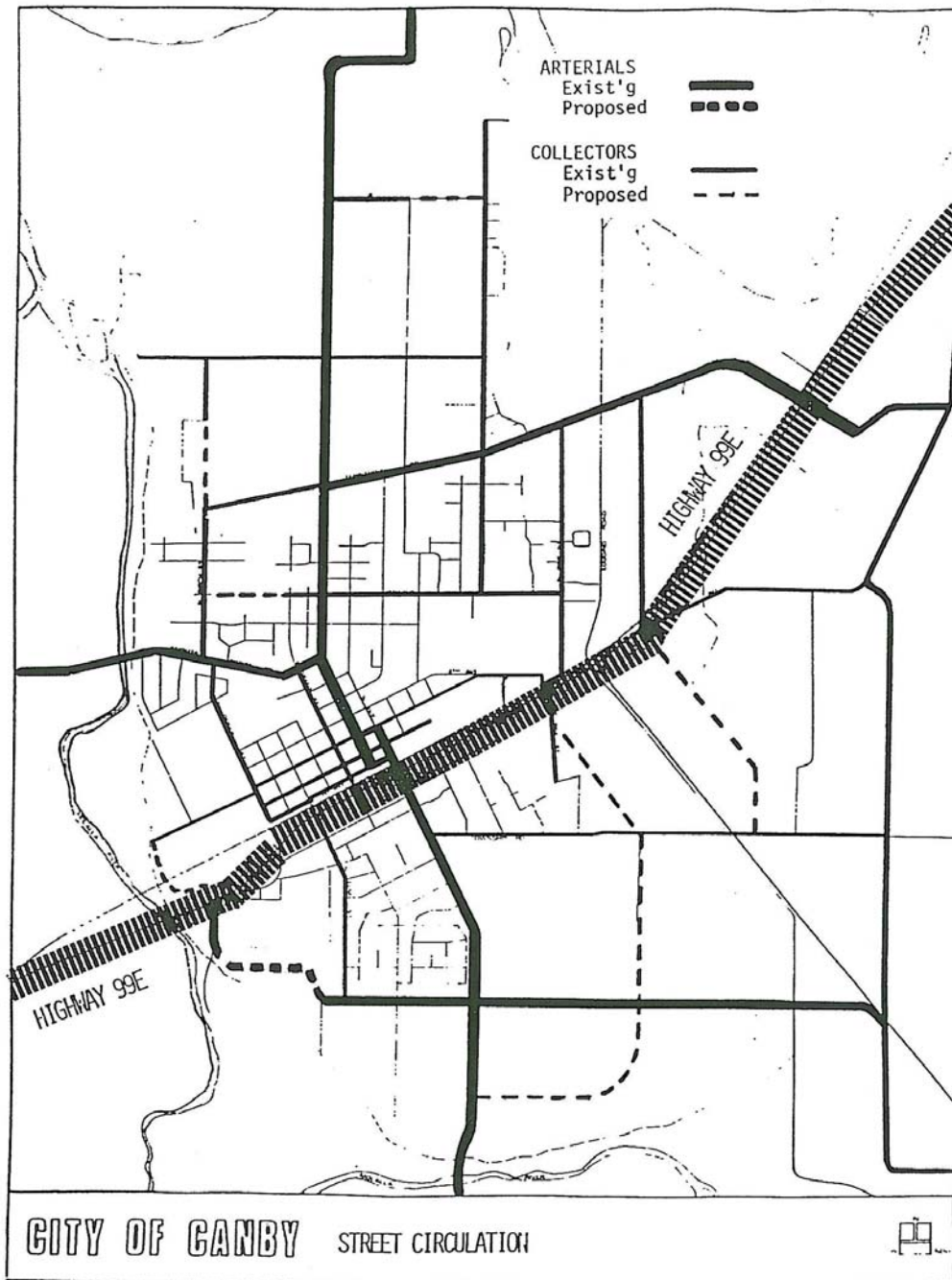
The various County road connecting Canby with Interstate 5 are of extreme importance to the City. The route followed by most people is: west on Knights Bridge Road to Arndt Road; Arndt Road to the Wilsonville/Hubbard Cutoff; and then along that route to the freeway. Another route which is often taken (actually the preferred truck route) is: southwest on Highway 99-E to Barlow; north on Barlow Road to Arndt Road; and then along the path described above to the freeway. Most people traveling to Salem appear to take Highway 99-E to Aurora and head due west to the freeway from there. Each of these routes connecting Canby with Interstate 5 will be of increasing importance to the City as it continues to grow.

**POLICY NO. 12: CANBY SHALL ACTIVELY PROMOTE IMPROVEMENTS TO STATE HIGHWAYS AND CONNECTING COUNTY ROADS WHICH AFFECT ACCESS TO THE CITY.**

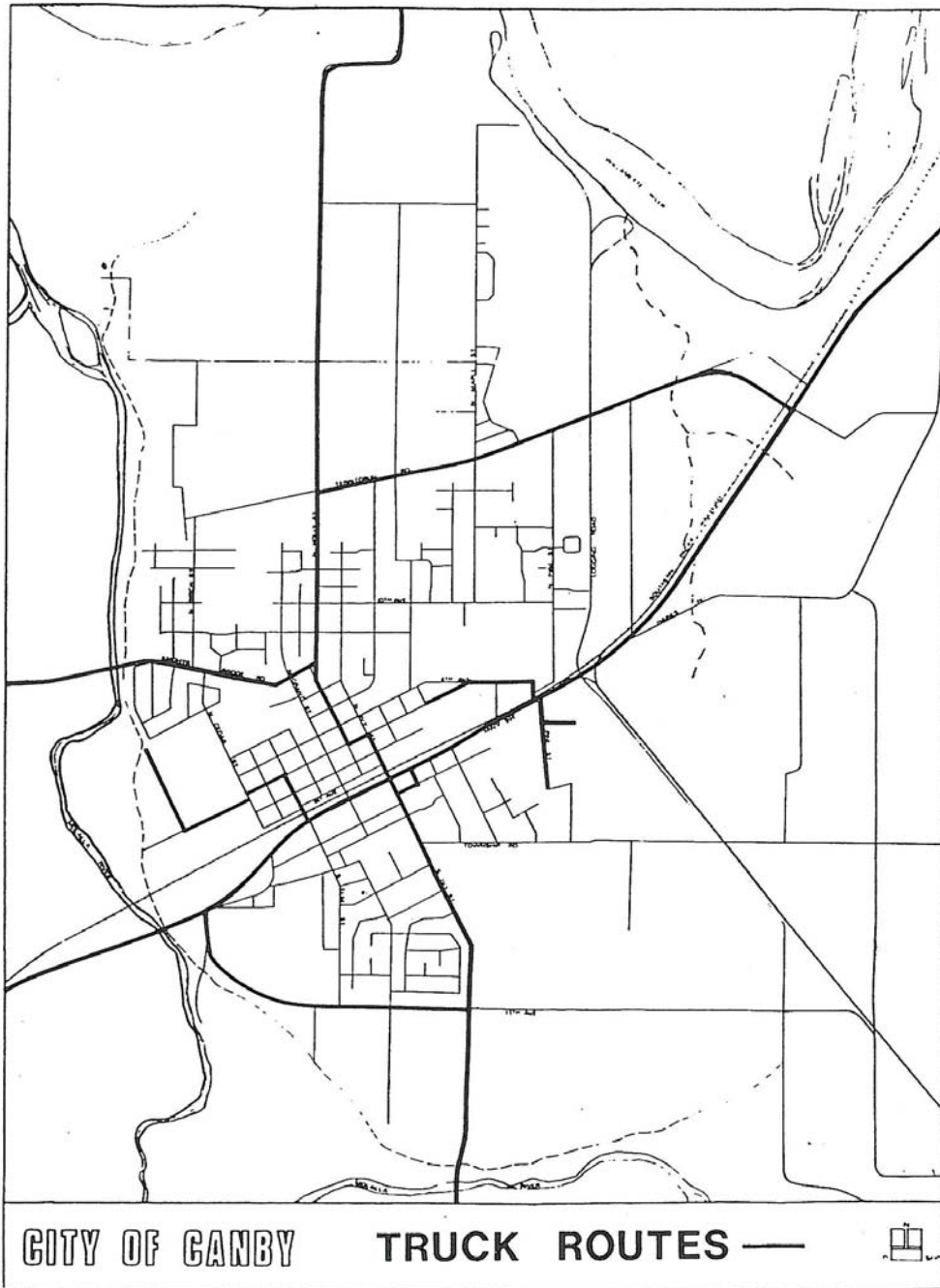
**IMPLEMENTATION MEASURES:**

- A) Work with the State Division of Highways in setting priorities for improvements and lobby for adequate maintenance.

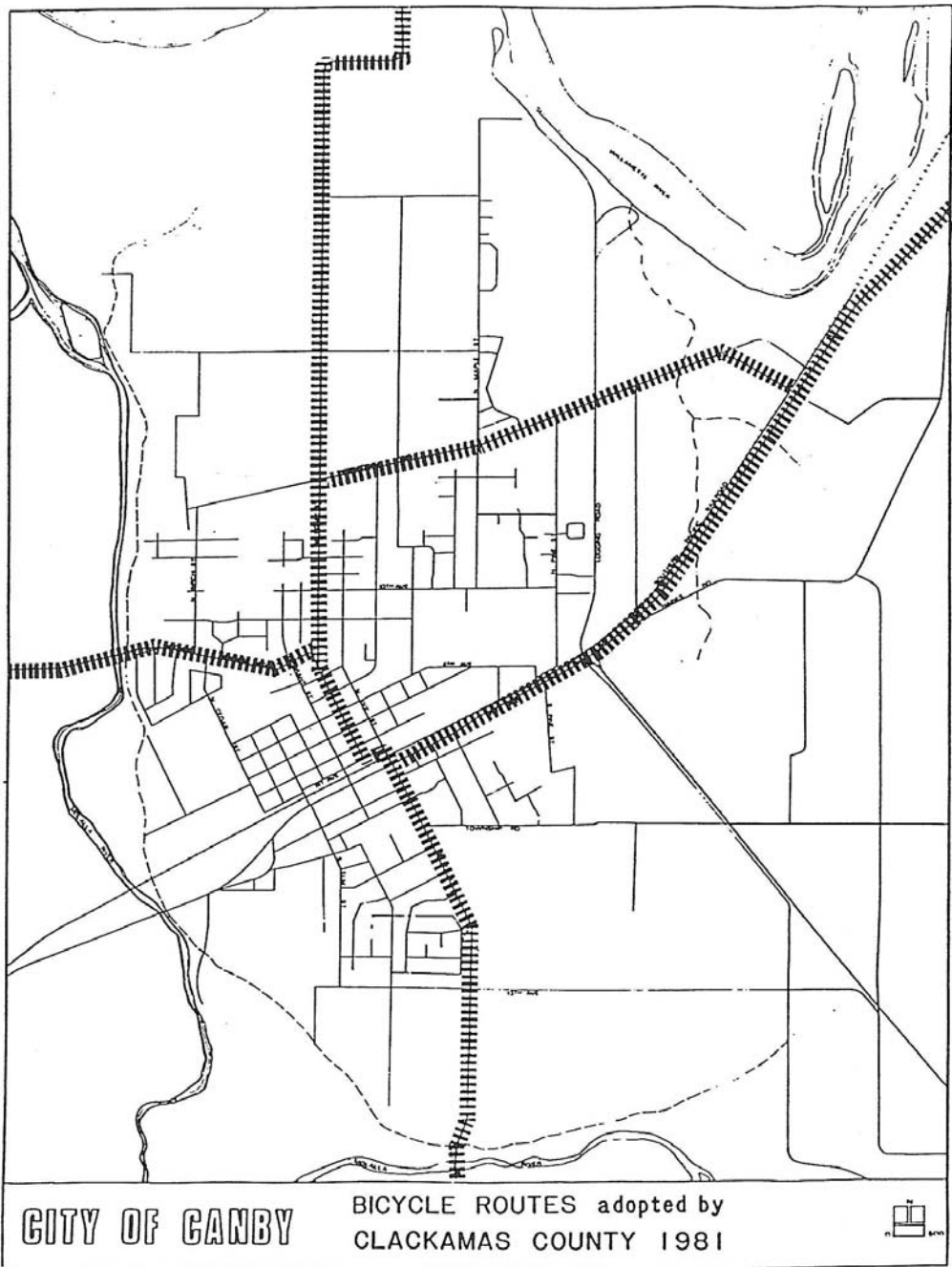
- B) Contact the road department of both Clackamas and Marion County requesting information on forthcoming plans to improve any of the three major routes connecting Canby and I-5.
- C) Consider the adoption of site planning standards and criteria for access to Highway 99-E as a means of avoiding the sort of strip commercial problems common to 82<sup>nd</sup> Avenue in southeast Portland.
- D) Encourage planned unit developments along Highway 99-E as a method of resolving access problems and preventing the visual blight which often results from strip commercial developments.



Canby Comprehensive Plan



Canby Comprehensive Plan



Canby Comprehensive Plan



## ***PUBLIC FACILITIES AND SERVICES ELEMENT***

Like other cities, Canby must be able to provide adequate public facilities and services to support the community's growth and quality of life. To date, Canby has been successful in its efforts to adequately provide services and facilities. The community's ability to continue this trend will have a direct bearing on future growth. The community's public facilities and services are not all provided by the City. The State, the County, Canby Utility, Canby Fire District, Canby School District, private utilities, and private non-profit groups are also directly involved. This Public Facilities and Services Element is intended to realistically delineate the improvements which will be needed to accommodate the level of growth forecasted in the Plan. To do this, Canby will have to constantly strive to upgrade existing facilities and services while also finding new and, perhaps, innovative methods of meeting ever-increasing demands.

For the purposes of this Comprehensive Plan and consistent with Oregon statutes and administrative rules, this element of the Plan focuses on those facilities covered under Statewide Goal 11 (Public Facilities) and which are provided primarily by the City or in close partnership with local utilities, including the following:

- Water
- Wastewater
- Storm Drainage
- Transportation

For each of these types of services, the Plan includes policies, findings and other information related to existing conditions, future plans, identified capital improvements and financing strategies and sources. This information also is listed for parks and recreation, although this element could be incorporated in a separate section of the Comprehensive Plan in the future. Additional but less detailed information is included for several other types of public services, including fire, police, and utilities. Other facilities (e.g., permitting, building inspection and other administrative services) are not addressed in this element of the Plan.

In addition to describing existing and future planned facilities, this chapter identifies potential tools for financing future improvements. A variety of techniques have been used historically and will be used in the future to pay for new and improved facilities and to spread those costs out over time. They may include:

- ***Taxes and General Funds*** – Funds for some improvements are included in the annual budget of the City or special district and are funded through property or other tax revenues. For example, state allocation of gas taxes to the City are used to fund a portion of the cost of local transportation system improvements.
- ***General Obligation Bonding*** – This method often is used to pay for major capital improvement projects that are needed to expand facilities and are expected to be constructed and implemented over time. Such bonds must be approved by a vote of residents of a special district or City and are repaid from tax revenues over time.

Some of Canby's water facility system improvement projects have been funded this way in the past.

- **Revenue Bonding** –Revenue bonds can be sold to make the improvements, with the bonds repaid from user fees or other revenues. For example, this method can be used to fund recreation facilities where future user fees can be used to repay the bonds.
- **Special Levies** – This can be used to finance operations or maintenance of specific facilities over a discrete time period. Special levies require voter approval.
- **User Fees or Charges** – These may include fees for services such as water or wastewater collection, use of recreational facilities, utility connection fees or other charges. User fees can help to assure that facility costs are paid by those who directly benefit.
- **Exactions** – Canby typically requires developers to pay for or construct facilities that directly serve their developments such as sewer and water lines, local streets, or improvements needed to adjacent collector or arterial roads.
- **Tax Increment Financing (Urban Renewal)** - A special taxing district is formed and property taxes in excess of the specified base amount are used to cover the costs of improvements. Canby currently has one Urban Renewal District encompassing the Pioneer Industrial Park and commercial districts. Funds are planned to be used for industrial park improvements, downtown infrastructure projects, municipal facilities, and utility upgrades.
- **System Development Charges (SDCs)** – These charges can be used to finance improvements necessary to serve new growth or development. They typically are assessed at the time of development or connection to city services. Canby currently charges SDCs for water, parks and recreation, stormwater, and transportation services and facilities. State law does not allow cities to charge SDCs for any additional services.
- **Local Improvement Districts (LIDs)** – These districts can be formed and approved by local property owners and used to finance improvements in a specific area such as a road or sidewalk extension or upgrade. They require approval of a majority of property owners in a given area and typically are initiated by property owners, rather than by the City.
- **Advanced Financing Districts (AFDs)** – Similar to LIDs, these districts can be used to finance improvements in a specific area. Unlike LIDs, property owners do not have to make payments until they connect to the infrastructure that was built using Advanced Finance District funds. AFDs may be initiated by the City or private property owners.

**GOAL 1: TO ASSURE THE ADEQUATE PROVISION OF WATER SERVICES TO MEET THE NEEDS OF THE RESIDENTS AND PROPERTY OWNERS OF CANBY.**

**FINDING NO. 1**

Canby Utility manages the delivery of water services to the City of Canby. The Molalla River Infiltration Gallery and Main River Intake facility serves as the primary water source for Canby. Water is drawn from the Molalla River, distributed through approximately 66 miles of pipe and stored in three reservoirs located with adjacent pump stations. The existing pump station is not currently sufficient to meet peak day demands. In addition, many of the pipes in the system are approaching the end of their design life.

**POLICY NO. 1 – CANBY SHALL MAINTAIN, REPAIR OR REPLACE ALL CURRENT WATER SYSTEM ELEMENTS TO CONTINUE PROVIDING AN ADEQUATE LEVEL OF WATER SERVICES.**

**IMPLEMENTATION MEASURES:**

- A) Water treatment facilities must be upgraded to meet current needs, including the following improvements:
  - 1) Upgrade water treatment facilities.
  - 2) Repair Clearwell weld failures and compromised coatings.
  - 3) Replace and enlarge backwash ponds.
  - 4) Improve truck delivery access.
- B) Replace and repair pipes in fire flow deficient areas and areas where facilities have reached their estimated design life using a distribution system maintenance program.
- C) Capacity of the existing production pumps should be increased to meet peak day demand and improve efficiency.

**FINDING NO. 2**

The City of Canby and, therefore, Canby Utility’s future service area are projected to include lands currently within the urban growth boundary but outside City boundaries. The population is forecasted to 22,329 residents by 2015 and 51,671 residents by 2040. Existing water system elements are inadequate to meet future water demands for these population levels. Additional water supply will be needed in the long term as current water rights on the Molalla River will not be sufficient to meet the estimated 2040 peak demand. Future service will be limited by minimum stream flow and raw water intake and delivery capacities. Alternate sources include the Willamette River and groundwater wells.

**POLICY NO. 2 – CANBY SHALL MAINTAIN, REPAIR, REPLACE AND/OR EXPAND ITS WATER SYSTEM TO MEET FUTURE ADEQUATE WATER SERVICE NEEDS.**

**IMPLEMENTATION MEASURES:**

- A) An application for additional water rights on the Willamette River is in process and intended for industrial and electric generation needs, but may be further developed to meet peak day demand well past 2040.

- B) Several treatment facility elements must be replaced or repaired, including the following:
  - 1) Replace system generators to provide sufficient and reliable backup power.
  - 2) Develop an emergency response plan that defines improvements to increase protection in compliance with federal regulations.
- C) Storage capacity must be added to the current system.

**FINDING NO. 3**

The City of Canby must plan and pay for needed water facilities and services. A timeline and cost estimates should be developed for capital improvements to the water system. In addition, a number of funding sources should be explored to generate the necessary revenue in a fair and logical manner.

As the City continues to grow, the demand for different public facilities and services will grow. The City, and other related service-providing entities, will have to be creative in their approach to funding, using all possible means of assuring that adequate services are provided.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Continue to update a Water Master Plan Update that provides a capital improvement plan for the water system. The Water Master Plan Update was most recently completed in 2003. Capital improvement projects cited in the Master Plan are listed in section 3 of the Public Facilities Plan.
- B) Pay for yearly pipeline costs using user fees and, when possible, use general obligation bonds to pay for large system improvements. System Development Charges should be used to pay for system expansion needed to serve new development.

**GOAL 2: TO ASSURE THE ADEQUATE PROVISION OF WASTE WATER SERVICES TO MEET THE NEEDS OF THE RESIDENTS AND PROPERTY OWNERS OF CANBY.**

**FINDING NO. 1**

The City of Canby collects and treats sanitary sewage through a gravity and pressurized collection system and gravity sewer lines. A number of sewage pump stations provide

pressure to the collection system. Numerous sections of sewers have been installed at relatively flat grades, including some at adverse grades. These sewers are subject to the accumulation of solids and require more frequent cleaning to prevent blockages.

**POLICY NO. 1 – CANBY SHALL MAINTAIN, REPAIR OR REPLACE ALL CURRENT WASTEWATER SYSTEM ELEMENTS TO CONTINUE PROVIDING THE CURRENT LEVEL OF WASTEWATER SERVICES.**

**IMPLEMENTATION MEASURES**

- A) Replace or repair deteriorating collection systems.
- B) Improve or replace other existing facilities as needed in the future to ensure their reliability.

**FINDINGS NO. 2**

The City of Canby must be able to provide sewage collection and treatment to all areas within its urban growth boundary (UGB), which includes land expected to be developed over a 20 year period. Additional pump stations and system extensions will be needed to meet future needs in these developing areas.

**POLICY NO. 2 – CANBY SHALL MAINTAIN, REPAIR, REPLACE OR EXPAND ITS WASTEWATER SYSTEM TO MEET FUTURE WASTEWATER SERVICE NEEDS.**

**IMPLEMENTATION MEASURES**

- A) Construct new trunk and major sewers.
- B) Construct new pump stations, consistent with the City’s Public Facilities Plan.
- C) Relocate, upgrade and/or expand pump stations in areas where additional capacity is needed.

**FINDING NO. 3**

The City of Canby must plan and pay for future needed wastewater facilities and services. A timeline and cost estimates should be developed for capital improvements to the wastewater system. A number of funding sources should be explored to generate the necessary revenue in a fair and logical manner.

**POLICY NO. 3 – CANBY SHALL ADOPT AND PERIODICALLY UPDATE A CAPITAL IMPROVEMENT PROGRAM FOR MAJOR WASTEWATER PROJECTS AND UTILIZE ALL FEASIBLE MEANS OF FINANCING NEEDED WASTEWATER SYSTEM IMPROVEMENTS IN AN EQUITABLE MANNER.**

### **IMPLEMENTATION MEASURES**

- A) Continue to update a Wastewater Master Plan that provides a capital improvement plan for the wastewater system. The current Wastewater Collection System Master Plan was adopted by the City in 1999. Capital improvement projects included in the Master Plan are listed in section 3 of the City's Public Facilities Plan.
- B) Utilize user fees to pay for the operation and maintenance of existing facilities and to replace, upgrade and/or expand these facilities when necessary. Private development will pay for the majority of new collection facilities through system development charges and the construction of infrastructure.

### **GOAL 3: TO ASSURE THE ADEQUATE PROVISION OF STORM DRAINAGE SERVICES TO MEET THE NEEDS OF THE RESIDENTS AND PROPERTY OWNERS OF CANBY.**

#### **FINDING NO. 1**

The City of Canby storm drainage system is comprised of conveyance pipes, open ditches, drainage ways and drywells. Smaller collection systems are located in numerous localized areas, which most frequently collect runoff for discharge in drywells common to a larger area. Canby is unique in that the majority of local drainage is derived from the impervious street and sidewalk services within the public right-of-way and that the most of the storm water is collected using drywells rather than piped disposal.

### **POLICY NO. 1 – CANBY SHALL MAINTAIN, REPAIR OR REPLACE ALL EXISTING STORM DRAINAGE SYSTEM ELEMENTS TO CONTINUE PROVIDING THE CURRENT LEVEL OF STORM DRAINAGE SERVICES.**

### **IMPLEMENTATION MEASURES**

- A) Purchase a regional treatment site as needed.
- B) Provide regional treatment and monitoring facilities as needed.
- C) Maintain, expand or replace existing local facilities as needed, to ensure they continue to function reliably.
- D) Develop standards and requirements for on-site storm drainage facilities; incorporate into City development, public facility and other ordinances.

#### **FINDINGS NO. 2**

The City of Canby will continue to use existing drywells as the primary stormwater disposal method in areas that are already developed. State regulations require pre-treatment of all stormwater and DEQ registration and rule authorization for all injection well disposal systems. The City will identify a preferred future method for storm water drainage, if necessary, in order to remain compliant with DEQ regulations.

**POLICY NO. 2 – CANBY SHALL MAINTAIN, REPAIR, REPLACE OR EXPAND ITS STORM DRAINAGE SYSTEM TO MEET FUTURE STORM DRAINAGE SERVICE NEEDS.**

**IMPLEMENTATION MEASURES**

- A) Decommission unacceptable drywells and water wells.
- B) Implement a catchbasin and drywell best management practices (BMP) plan.

**FINDINGS NO. 3**

The City of Canby must plan and pay for needed storm drainage facilities and services. A timeline and cost estimates should be developed for capital improvements to the storm drainage system. A number of funding sources should be explored to generate the necessary revenue in a fair and logical manner.

**POLICY NO. 3 – CANBY SHALL ADOPT AND PERIODICALLY UPDATE A CAPITAL IMPROVEMENT PROGRAM FOR MAJOR STORM DRAINAGE PROJECTS AND UTILIZE ALL FEASIBLE MEANS OF FINANCING NEEDED STORM DRAINAGE SYSTEM IMPROVEMENTS IN AN EQUITABLE MANNER.**

**IMPLEMENTATION MEASURES**

- A) Develop a Storm Drainage Master Plan that provides a capital improvement plan for the storm drainage system. The Storm Drainage Master Plan was adopted by the City in 1994. Capital improvement projects cited in the Master Plan are listed in section 3 of the City’s Public Facilities Plan.
- B) Storm drainage user fees will be collected monthly and systems development charges (SDCs) will be assessed on development as it occurs. SDCs will be used to fund capital improvements to serve new development. User fees also will fund system operation and maintenance.

**GOAL 4: TO ASSURE THE ADEQUATE PROVISION OF TRANSPORTATION SERVICES TO MEET THE NEEDS OF RESIDENTS AND PROPERTY OWNERS OF CANBY.**

**FINDING NO. 1**

The City of Canby has a well-planned collector and arterial street system to service existing and future land development. Most of Canby’s collectors and arterials have sidewalks on at least one side of the street. The majority of street intersections within the City of Canby are controlled by stop signs. State Route 99E (Pacific Highway) runs through and provides the most direct access to the City. Territorial Road forms the major

east-west arterial route to the north of the City, while S. 13<sup>th</sup> Avenue is an arterial at the southern end of the City. Ivy Street (the Canby Marquam Highway) is the major north-south arterial.

Several unsignalized intersections are currently operating at or near capacity along Highway 99E. The absence of sidewalks in some areas and lack of continuity in others creates a potential safety hazard for pedestrians. The City's bicycle lane system is not fully developed at this time, forcing cyclists to share lanes with vehicles on some of Canby's higher traffic streets.

**POLICY NO. 1 – CANBY SHALL MAINTAIN, REPAIR OR REPLACE ALL EXISTING TRANSPORTATION SYSTEM ELEMENTS TO CONTINUE PROVIDING AN ADEQUATE LEVEL OF TRANSPORTATION SERVICES.**

**IMPLEMENTATION MEASURES**

- A) Install new traffic signals and upgrade existing signals at intersections, where warranted by the results of traffic studies and availability of funds for design and construction.
- B) Construct or upgrade sidewalks and paths.
- C) Install bike lanes as part of future street improvements on arterial and collector streets.

**FINDING NO. 2**

Future transportation needs have been identified based on an assessment of long-range impacts of local and regional growth of the transportation system and surrounding land uses. The City's Transportation System Plan (TSP) used a planning horizon of buildout in 2015 to identify future demographic conditions, on which traffic forecasts are based. The study area includes all land within Canby's UGB.

**POLICY NO. 2 – CANBY SHALL MAINTAIN, REPAIR, REPLACE OR EXPAND ITS TRANSPORTATION SYSTEM TO MEET FUTURE TRANSPORTATION SERVICE NEEDS.**

**IMPLEMENTATION MEASURES**

- A) Construct widen or otherwise upgrade arterial streets, collector streets and neighborhood connectors.
- B) Improve the intersections identified in the Transportation System Plan.

**FINDING NO. 3**

The City of Canby must plan and pay for needed transportation facilities and services. A timeline and cost estimates should be developed for capital improvements to the



transportation system. A number of funding sources should be explored to generate the necessary revenue in a fair and logical manner.

**POLICY NO. 3 – CANBY SHALL ADOPT AND PERIODICALLY UPDATE A CAPITAL IMPROVEMENT PROGRAM FOR MAJOR TRANSPORTATION PROJECTS AND UTILIZE ALL FEASIBLE MEANS OF FINANCING NEEDED TRANSPORTATION SYSTEM IMPROVEMENTS IN AN EQUITABLE MANNER.**

**IMPLEMENTATION MEASURES**

- A) Develop a Transportation System Plan that provides a capital improvement plan for the transportation system. The City adopted a Transportation System Plan in 2000. The plan identifies short-term and long-term transportation system improvements and includes a transportation financing plan. Capital improvement projects cited in the Plan are listed in section 3 of the City’s Public Facilities Plan.
- B) Capital improvement costs will be paid for through state, regional and local gasoline taxes, user fees, property taxes, serial levies, local sales tax, debt funding, economic development funding, economic development funding and system development charges as identified in the TSP.
- C) Explore adoption of a combined street maintenance fee/gas tax.

**GOAL 5: TO ASSURE THE ADEQUATE PROVISION OF PARKS AND RECREATION SERVICES TO MEET THE NEEDS OF THE RESIDENTS AND PROPERTY OWNERS OF CANBY.**

**FINDING NO. 1**

The City of Canby has a variety of park and recreation facilities, as well as public spaces available to residents and visitors including two neighborhood parks, three community parks, three mini-parks, one recreation center, one swim center, one multi-use trail and two protected wetlands. The Molalla River State Park and Blue Heron Recreational District provide additional open spaces outside the city limits. There are currently 5.38 acres of city-owned parkland in Canby per 1,000 residents (developed and undeveloped parkland).

**POLICY NO. 1 – CANBY SHALL MAINTAIN, REPAIR OR REPLACE ALL CURRENT PARKS SYSTEM ELEMENTS TO CONTINUE PROVIDING AN ADOUATE LEVEL OF PARK AND RECREATIONAL SERVICES.**

**IMPLEMENTATION MEASURES**

- A) Improve the level of maintenance in current city parks and recreation facilities.

- B) Standardize park and recreation amenities for ease of maintenance and aesthetics.
- C) Improve park and recreation signage.
- D) Improve access to facilities to comply with the Americans with Disabilities Act.
- E) Improve the perceived level and actual safety of parks and recreation facilities.

**FINDING NO. 2**

Projections for park and recreation facilities are based on an Urban Growth Boundary area to serve the City in 2020. A figure of 10 acres per 1,000 residents has been adopted as the City’s overall park standard.

**POLICY NO. 2 – CANBY SHALL MAINTAIN, REPAIR, REPLACE OR EXPAND ITS PARKS SYSTEM TO MEET FUTURE PARK AND RECREATION SERVICE NEEDS.**

**IMPLEMENTATION MEASURES**

- A) Acquire and develop land for park and recreation facilities by 2020 to meet the community standard of 10 acres of developed parkland per 1,000 residents.
- B) Allocate land needed for mini-parks and neighborhood parks in rapidly developing areas on the edges of the City.
- C) Identify potential trail connections and linkages to schools and other recreational sites in the Canby vicinity.
- D) Develop bike lanes to connect bicyclists to parks, natural areas and off-road bicycling opportunities.
- E) Develop connections between Canby parks, trails, the Molalla River State Park and the Willamette River with a hub in Wait Park.

**FINDING NO. 3**

The City of Canby must plan and pay for needed parks facilities and services. A timeline and cost estimates should be developed for capital improvements to the parks system. A number of funding sources should be explored to generate the necessary revenue in a fair and logical manner.

**POLICY NO. 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.**

## **IMPLEMENTATION MEASURES**

- A) Continue to update the City's Park and Recreation Master Plan, which identifies needed capital improvements and standards for the parks system. The City of Canby adopted a Park and Recreation Master Plan Update in 2002. Capital improvement projects listed in the Master Plan are listed in section 3 of the City's Public Facilities Plan.
- B) Utilize user fees to pay for the operation and maintenance of existing facilities and to replace, upgrade and/or expand these facilities when necessary. Use bonds to acquire additional land for new park facilities and to replace the existing pool facility.
- C) Explore creation of a separate park and recreation district to help provide and pay for new park facilities.

## **GOAL 6: TO ASSURE THE PROVISION OF A FULL RANGE PUBLIC FACILITIES AND SERVICES TO MEET THE NEEDS OF THE RESIDENTS AND PROPERTY OWNERS OF CANBY**

### **FINDING NO. 1**

The City of Canby is only one of many entities providing essential facilities and services to the people of this community. However, as the unit of government responsible for coordinating all such activities within the corporate limits, the City must play an active part in assuring that all of the needed facilities and services are available to serve the public. This also entails a responsibility to ensure that the City's growth and development are not allowed to exceed the community's ability to provide the necessary facilities and services.

Some of the various entities providing public services and facilities in Canby include:

***Fire District #62*** – The City contracts with the districts for service within the City limits. The District covers 52 square miles with a population of 32,000. In addition to fire prevention, suppression and rescue, Canby Fire provides advanced life support ambulance services and swift water rescue teams. Fire fighting and ambulance assistance is provided by local volunteers who are trained in fire suppression and emergency medical techniques.

The services provided by the Fire District appear to adequately meet Canby's needs, other than delays in response time which sometimes are caused by trains blocking City streets. As Canby continues to grow, it may be necessary to hire larger professional fire fighting and ambulance services crews with less emphasis on volunteers.

A more immediate concern is for emergency response efforts and the access problems created by trains. Due to economic constraints, it is not likely that any viable

underpass or overpass will be constructed in the near future, so the possibility of constructing a fire substation on the north side of town should be seriously considered. There are no capital improvement plans at this time, with the exception of a proposed project to improve the District's Emergency Operations Facility.

***Canby Telephone Association*** – The local telephone cooperative, with about 10,000 paying customers, serves an area of approximately 85 square miles in and around Canby with voice and broadband services. The Association has a franchise agreement with the City for the provision of telecommunication and cable television services. The Association plans to provide cable television service by the end of 2005. Close coordination between the City and the Association should prove to be mutually beneficial as the community continues to grow, reducing costs for each entity in the process.

***Northwest Natural Gas*** – Northwest Natural Gas provides pipeline service to much of Canby and surrounding areas. Northwest Natural Gas serves more than 2,000 customers within the city limits of Canby as of 2005. It is important that the City work closely with the gas company to assure that new developments have the option of being supplied with natural gas, if such service is available.

***Canby Utility Board*** – Created by City Charter Revision in 1970 and amended in 1982, the Utility Board provides electrical and water service to City customers. Control of the Water Department was formally returned to the City Council by the 1982 Charter Amendment, but the actual operation of the utility remains the responsibility of the Utility Board by agreement between the City Council and the Board.

Canby receives all of its electrical energy from the Bonneville Power Administration. User fees pay for all system maintenance and improvements, including upgrading the size of and treating transmission lines. New construction is paid for through hookup and line extension fees. The electricity system consists of utility poles, primary wire, secondary wire and associated transformers. Seventy percent of system lines are underground. The five year average for expenditures was \$1.8 million between 2000 and 2005.

***Canby Public Library*** – The library is currently open seven days a week for a total of 49 hours. However, a budget shortfall of \$50,000 for 2005-2006 may force the library to cut library hours to 25 per week. The library serves more than 16,000 card carrying patrons from in and outside the city boundaries. The library moved into a new facility in 1990. A recent facility needs assessment shows that the library needs additional space.

***Canby Police Department*** – The City Police Department was recognized by the State of Oregon as a fully accredited police agency in June of 2004. The Department is served by professional officers and support staff and is augmented by reserve officers who are available for back-up duty. The Police Station is located within Canby's urban renewal area and is in need of modernization, expansion and repairs.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Work with land developers, property owners and other service providers to ensure that adequate public facilities and services are in place to meet the needs of new residents and businesses prior to approval and/or construction of new development.
- B) To minimize the cost of providing public services and infrastructure, discourage urban development that lacks adequate public services and promote efficient use of urban and urbanizable land within the City’s urban growth boundary.
- C) Support only development that is compatible with the City’s ability to provide adequate public facilities and services.
- D) Prioritize the extension of water, sewer, and transportation infrastructure within the UGB, as needed.
- E) Require all properties that receive urban services to either annex to the City or enter into an agreement for future annexation when contiguous to City limits.

**FINDING NO. 2**

The City of Canby is responsible for assuring the provision of adequate services and facilities for current and future residents. In order to ensure these services and facilities, the City should review the public facilities plan on an annual basis. In particular, the City should identify project priorities and allocate necessary resources to these priorities.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Planning, Public Works and other department directors should review the public facilities plan for consistency with annual budgets and capital improvement plans.
- B) Define annual budgets or improvement plans as needed to ensure consistency on recommended changes to the public facilities plan.

**FINDING NO. 3**

Financing the needed public facilities and services is expected to continue to be a challenge for the City of Canby as it implements this Comprehensive Plan. The City will have to combine all possible methods of financing in a rational and creative manner to have sufficient funds to adequately implement this Plan. This will mean not only generating a tremendous amount of revenue for public projects, but it will also mean making sure that revenue is taken from the most fair and logical sources. Where new development is to be primarily benefited by expanded facilities, it is appropriate for that development to pay the bulk of the cost. Where the whole community benefits, the whole community should share the cost of new or expanded facilities or services.

As the City is responsible for assuring the adequacy of services and facilities to new developments, it makes sense also that the City would attempt to ensure that the costs for each developer are as equitable as possible. Such equity is not only important in the interest of fairness, but can actually have beneficial impact on community growth. Effective, efficient and equitable provision and financing of such services will put all developers and citizens on a level playing field.

**POLICY NO. 3 – CANBY SHALL UTILIZE ALL FEASIBLE MEANS OF FINANCING NEEDED PUBLIC IMPROVEMENTS AND SHALL DO SO IN AN EQUITABLE MANNER.**

**IMPLEMENTATION MEASURES:**

- A) Allow for the creation of Local Improvement Districts and Advanced Financing Districts as a means of financing needed improvements where supported by local residents.
- B) Continue to use SDCs to pay for the costs of public facilities and services needed to serve new development.
- C) Use general obligation and revenue bonds, as appropriate, to help finance long-term capital improvements.
- D) Consider establishing additional special districts, if needed, to cover the cost of facilities or services that cannot be financed through user fees, SDCs, tax revenues or other existing funding mechanisms.
- E) Use fees to recover the cost of services to the greatest extent possible where services or facilities directly benefit users.
- F) Incorporate additional changes to the CIP as needed as individual master plans are updated.

**FINDING NO. 4**

Public recreation and school sites are of special significance in a rapidly growing community. It is essential to plan ahead to provide adequate areas, at appropriate locations, for future school and associated recreational facilities. Canby has been fortunate that school and recreation sites have been generally able to keep pace with

growth in the past. The City should continue to work with the school district, recreational groups and other citizens associations to identify future sites needed for schools and associated recreational facilities (i.e. playing fields).

**POLICY NO. 4 – CANBY SHALL COORDINATE WITH THE CANBY SCHOOL DISTRICT TO HELP ENSURE THAT ADEQUATE SITES ARE PROVIDED FOR PUBLIC SCHOOL AND ASSOCIATED RECREATION FACILITIES.**

**IMPLEMENTATION MEASURES:**

- A) Work with representatives of the school district, community school’s office, and recreation-oriented groups to determine the best possible sites for future acquisition and development of schools and associated recreational facilities.
- B) Utilize the density bonus provisions of the planned unit development regulations to encourage developers to provide either public or private recreation facilities within their projects. If sufficient recreation opportunities are provided through this means, the amount of land needed for public acquisition can be reduced accordingly.

## *ECONOMIC ELEMENT*

### **GOAL: TO DIVERSIFY AND IMPROVE THE ECONOMY OF THE CITY OF CANBY**

#### **BACKGROUND**

The economic segment of a community is extremely important, as the growth of the community and the resulting increase in population is often directly attributable to economic expansion. To simplify our study of the local economy it can be divided into two categories: basic employment and non-basic employment. The basic segment of the economy includes those industrial and commercial activities which sell goods and services outside the region. They are, in essence, export industries, while the non-basic segment deals with goods and services which are consumed totally by the local market.

The key to economic expansion is growth of basic industries because, as export industries, these business operations bring money into the community. In rural communities for every job created in the basic segment, an additional job to a job-and-a-quarter will generally be created in the non-basic segment. For urban areas, this ratio is usually from 1:1 to 1:2. Thus, there is a critical relationship between activities which bring outside money into the community and local employment.

Unfortunately for economic analysis, Canby as a community is not an isolated region. Rather, it is a part of the entire Metropolitan area economy. It is impossible to analyze the economy totally on basic and non-basic employment within the community because Canby, in essence, is providing bedrooms for people who work in other areas of the region. However, it is important to understand that as the region develops more basic employment, there will be additional employment created in the non-basic segment, all of which leads to population growth. For this reason, an important connection can be seen between the economic, housing, land use, and urban growth elements of the Plan.

The census of business conducted by the Commerce Department every five years (the last ones were in 1972 and 1977) includes economic and employment data. Unfortunately, this data is compounded by counties. As a result, it does not relate close enough and is not reliable enough to project the picture for Canby. The best data available for local manufacturing operations were compiled by the Canby Chamber of Commerce and published by the Oregon Department of Economic Development in 1979. This is by no means all of the local employment.

As far as the City goes, the economic base of the community is composed both of an industrial group and a local retail and professional service group. Partly because the City has service off the main line of the Southern Pacific Railway, several significant industries have already located in Canby. These types of industries do provide basic employment for the community.



Over the past decade, the City of Canby's strong agricultural history and excellent location have resulted in residential, commercial, and industrial growth. However a significant portion of commercial growth has occurred along Highway 99E, with the City's older downtown intact, but struggling. The City of Canby, with broad based community participation, created and adopted the Canby Downtown Plan to focus and give direction to the revitalization and redevelopment of the downtown commercial core. The Downtown Plan will serve as the guiding document for downtown revitalization efforts.

Part of the current economic picture can be illustrated utilizing 1980 census data. Approximately 25 percent of the population is employed in technical, professional, managerial, or administrative positions, and another 25 percent is in clerical and sales. As could be expected, these positions are primarily associated with manufacturing and retail activities, which together form approximately 40 percent of the employment.

**FIGURE VII-1**

**LARGEST LOCAL MANUFACTURING FIRMS**

<i>Name of Firm</i>	<i>Number of Employees</i>	<i>Principal Products</i>
Globe-Union, Inc.	250	Electric Storage Batteries
Package Containers, Inc.	70	Paper-covered Wire; Bskts.
Caffall Bros. Forest Products*	70	Cedar Lumber
S.R. Smith Co., Inc.	50	Diving Boards & Stands
Modcom, Inc.	30	Molded Plastic
Boyer Metal Fabricators, Inc.*	30	Sheet Metal
Oregon Bag Co., Inc.	25	Burlap Bags: Poly Bags
Potter's Industries, Inc.	20	Glass Beads
Don's Fireplace Furnace Co.*	16	Heat Extractors

\*Indicates outside City limits and planning area

The 1978 Directory of Oregon Manufacturers is another source of information which was reviewed, but its contents were not included here because many of the firms which it lists are located outside of the Canby planning area.

**FIGURE VII-2**

**EMPLOYMENT BY OCCUPATION (1980)**

	<i>Number</i>	<i>% of Total</i>
<b>Total employed, 16 years old and over</b>	<b>3,290</b>	
<b>Managerial &amp; professional specialty occupations</b>	<b>746</b>	<b>22.6</b>
Executive, administrative & managerial	405	54.2
Professional specialty occupations	341	45.7
<b>Technical sales &amp; administration support</b>	<b>933</b>	<b>28.3</b>
Technicians & related support occupations	72	7.7
Sales occupation	415	44.4
Administrative support occupations, including clerical	446	47.8
<b>Service occupations</b>	<b>420</b>	<b>12.7</b>
Private household occupations	23	5.4
Protective service occupations	37	8.8
Service occupations, except protective & household	360	85.7
<b>Precision production, craft, and repair occupations</b>	<b>522</b>	<b>15.8</b>
<b>Operators, fabricators, and laborers</b>	<b>624</b>	<b>18.9</b>
Machine operators, assemblers and inspectors	241	38.6
Transportation and material moving occupations	241	38.6
Handlers, equipment cleaners, helpers and laborers	142	22.7

NOTE: Sub-listings of occupations are incomplete.

**FIGURE VII-3**

**EMPLOYMENT OF INDUSTRY (1980)**

	<i>Number</i>	<i>Percent of Total</i>
Total employed, 16 years old and over	3,290	
Construction	207	6.2
Manufacturing	801	24.3
Transportation	210	6.3
Communications, utilities & sanitary services	54	1.6
Wholesale trade	232	7.0
Retail trade	532	16.1
Finance, insurance, and real estate	262	7.9
Business and repair services	93	2.8
Personal services	147	4.4
Health services	165	5.0
Education services	234	7.1
Other professional and related services	137	4.1
Public administration	137	4.1
Other industries	79	2.4

With the expansion of manufacturing activities in the region and, in particular, with Tektronix's recent development in Wilsonville, it is expected that the technical and retail areas will continue to provide employment opportunities for Canby residents.

For a small community, Canby has several advantages for continued industrial and commercial expansion. Industrial growth will probably be the most promising because of several factors. First, Canby is on the main north-south rail line of Southern Pacific. As a result, there is an outstanding opportunity to focus on attracting industries which utilize rail service. In fact, a good portion of the existing industrial use is located parallel to the railroad and many are served by rail. Second, the City has available, undeveloped land for industrial expansion which has proximity to the Southern Pacific Molalla rail spur. More than 300 acres of suitable industrial land is available. (See the *LAND USE ELEMENT*). Third, Highway 99-E provides a good four-lane highway connection with the Interstate system at Oregon City. Also, via Aurora to the south, Interstate 5 is reasonably accessible. Fourth, the extension of water and sewer service to potential industrial areas is feasible. Fifth, Canby's proximity to other communities and to the urban area of Portland will provide a large enough area in which to attract a labor force. All of these physical factors add to an optimistic outlook for industrial expansion. The major factor necessary to implement such expansion is the infrastructure necessary to market and/or develop industrial lands.

The outlook for commercial expansion should also be good, provided the industrial development occurs. A recent survey (October 1983) of the central business district revealed that a total of 33 acres are currently developed in commercial usage with another eight acres of vacant land which could be potentially developed. It appears that to satisfy

the future population demand the City will need to allocate commercial lands far in excess of eight vacant acres. This allocation has been handled through the designation of other easily accessible property on the south side of Highway 99-E and along S. Ivy Street for commercial development.

### ***FINANCIAL PROGRAMS FOR INDUSTRIAL DEVELOPMENT***

Within the State of Oregon, there are a number of financial incentive programs available which are designed to increase investments in businesses, increase the number of jobs, and further diversify the State's economy. These various incentive programs are available for either new or expanding businesses. They include: industrial development revenue bonds, State tax credits, Oregon Port revolving fund loans, and various grant and loan programs for economic development. The following is a brief summary of these major incentives.

#### ***Industrial Development Revenue Bonds***

The State of Oregon was authorized by the Legislature in 1975 to issue revenue bonds for the express purpose of economic development. These bonds are a means of making capital available to industrial users in the State of Oregon, and they can be utilized for new or expanding businesses.

These revenue bonds are issued by units of State or local government for the purpose of financing income-generating projects which serve the public interest. These bonds are secured solely by the credit of the industrial applicant. The State or local unit of government which issues these bonds is, therefore, not obligated in any way to stand behind those bonds as a means of insuring or guaranteeing repayment.

The major feature of these bonds which makes them attractive for investment purposes is that they are tax exempt. Since these bonds are issued by state or local units of government, the interest paid is exempt from federal and state income tax. Therefore, capital projects can be financed at a lower rate than by conventional financing.

Money raised from the sale of these bonds can be used for specific purposes as follows:

1. Purchase of land and/or buildings
2. Constructing new industrial buildings
3. Purchasing new or used equipment
4. Expanding or improving existing plants
5. Covering the cost of architectural fees, bond council underwriting, and printing of bonds
6. Administration of the bond issued by the state treasurer

The proceeds from revenue bonds, however, cannot be used for inventory or for working capital.

### State Tax Credits and Other State Programs

The State of Oregon now offers a number of different programs including tax credits. These include income tax credits for firms which install new equipment of facilities to conserve energy, tax exemptions for companies producing ethanol/methanol/gasohol, income tax credits for owners of unproductive small wood lots who reforest those lots, and weatherization loans for homes which are heated with wood or oil. Another State program is the Oregon Business Development Fund which provides direct loans to small businesses for working capital or fixed asset acquisition. This loan program is intended to work with commercial lenders, and it does exclude certain types of businesses. The State also provides staffing for the implementation of the Small Business Administration 503 program. This program also requires the participation of a commercial lender for 50 percent of the funds, but requires only a 10 percent commitment by the applicant.

An important recent change in financing tools has been called the “umbrella approach” to State Revenue Bonds. Under this approach the State will combine a number of small projects into a single bond sale to assure an adequate total sale at a favorable interest rate.

The Pollution Control Tax Credit Plan is designed to help relieve the high cost of installing pollution abatement equipment. The maximum tax credit available under this plan is 50 percent of the cost of facilities which prevent, control, or reduce air, water, noise, and solid waste pollution. The exact amount of the credit varies according to the type of installation and the useful life span of the facility.

More information on these programs is available from the Oregon State Department of Economic Development.

### Local Property Tax Exemption

For commercial facilities under construction, the State has a plan whereby local property taxes can be declared exempt until those facilities have been completed. This exemption can be for a maximum of two years. The exemption also includes machinery and equipment located at the construction site and to be installed in the building. However, this exemption only applies to improvements and not to land.

### Federal Tax Credits

Three tax credit programs are available to Oregon businesses from the Federal government. These include: the investment tax credit, jobs tax credit, and the Target Jobs Tax Credit Program.

The investment tax credit allows individuals or corporations a ten percent tax credit on their investment in new or used depreciable property which is used for the first time in their business during the tax year. The amount of the investment eligible for tax credits also depends upon the useful life of the property and whether it is new or used.

The jobs tax credit is limited to employers who are subject to the Federal Unemployment Tax. The credit is equal to one-half of the qualified wages paid during the tax year which exceed ten percent of the total wages paid in the previous year. An additional ten percent tax credit is available to employers who hire handicapped individuals through a vocational rehabilitation referral plan.

The Job Training Partnership Act of 1982 created several incentives for local employers to decrease personnel costs. By selecting certain applicants for target jobs an employer can gain a \$4,500 income tax deduction over two years. More information on this program is available through the Employment Training/Business Services Division of Clackamas County.

#### Oregon Port Revolving Fund Loans

Canby is within the Port of Portland jurisdiction. The Oregon Port Revolving Fund loans are a possible source of income. This loan fund allows loans up to \$250,000 per year to Oregon Port Districts for development projects. This fund is particularly useful for projects which are too small to be financed by means of general obligation bonds or industrial revenue bonds.

#### Grant/Loan Programs for Economic Development

A number of grant/loan programs are available through existing federal and state agencies. These programs are varied in nature and have considerably differing eligibility requirements. Also, levels of funding available through these grant and loan programs vary widely. Various agencies which have applicable programs are listed below.

**A) *Economic Development Administration (U.S. Department of Commerce):***

The Economic Development Administration has programs for a number of areas related to economic development. These include: public works grants and loans, business development assistance, technical assistance, public works impact projects, and special economic development and adjustment assistance programs.

**B) *Farmers Home Administration (U.S. Department of Agriculture):***

FmHA has programs which include business and industrial loans, industrial development grants, and community facility loans.

**C) *U.S. Department of Housing and Urban Development:*** Currently HUD provides money which can be utilized for economic growth through community development block grants and through urban development action grants.

**D) *Community Service Administration:*** CSA has a program to provide assistance to locally initiated community development corporations under its community economic development (special impact) grants.

**E) *State Department of Economic Development:*** Through the State's 304

grants for public works and technical assistance, limited funds are available statewide for public works and technical assistance projects. Funds for this program are particularly applicable for economically lagging areas within the State.

### Tax Increment Financing

Tax increment financing, discussed at greater length in the *Public Facilities and Services Element*, could be utilized as a funding source for economic development or redevelopment.

### **FINDING NO. 1**

Canby has an extremely good opportunity to expand the industrial base of the community. Most of the critical physical requirements are present, or can be provided, for developing a major industrial area south of 99-E along the rail spur, and a somewhat smaller industrial area along the north side of the main Southern Pacific rail lines. The major requirement lacking is the organizational structure necessary to market the available area and to implement necessary site improvements. It should be noted that merely the fact that suitable land is available does not guarantee that industrialization will occur. The community must market itself very aggressively for the types of industries it wishes to attract. In the western states alone, there are hundreds of communities with equal site advantages and living amenities, or better. Canby is not unique; and therefore, an aggressive posture is required.

This also implies the City must be well organized; otherwise efforts are very likely to be fruitless. If there is one aspect which separates the communities which are successful in attracting industry from those which are not, it is the organization and approach that makes the significant difference. In short, the City will need a functional group, whether public or private, which can respond to marketing needs and which can focus those efforts for maximum benefit.

Industrial development tends to result in both beneficial and adverse impacts on the community. It also may have an adverse impact on the immediate neighborhood while the community-wide impacts are more beneficial. It is equally important to realize that the general heading of "industrial development" can include everything from innocuous light industries and office space to extremely offensive, noisy, polluting mills or smelters. It is the intent of the City to provide appropriate locations for a variety of industries, including those which require special treatment to assure that adverse impacts are minimized.

By designating a relatively large amount of land for eventual industrial development (i.e., almost 500 acres) Canby intends to accommodate a range of different types of industries. Although some limitations will be necessary to assure that the overall high quality of life in Canby is maintained, both light and heavy industries will be provided for.

The specific locations selected for industrial designations have been based largely upon potential rail and highway access, sewer and water service feasibility, and surrounding land use patterns. The relatively large amount of acreage designated for industrial use has been selected to assure that adequate space is provided for a large campus type industry of the sort which have developed recently in Wilsonville, Beaverton, and Hillsboro. Space is also provided for more conventional industrial developments such as a mill, which is likely to require a large amount of acreage for outdoor storage and employee parking.

It should also be noted that Canby is located near the forested foothills of the Cascades. A considerable labor force can be drawn from that region as well as from within the City itself, because of the historical dominance of the timber industry. As lumber mills shut down and logging activity is curtailed, the importance of other industrial employment opportunities become evident. With Canby's vocational and infrastructural advantages to industry, the City is in an excellent position to provide regional employment opportunities. In addition, Canby's political commitment to actively encourage new industrial development further supports the allocation of a relatively large amount of land for a diverse range of industrial land uses.

**POLICY NO. 1: CANBY SHALL PROMOTE INCREASED INDUSTRIAL DEVELOPMENT AT APPROPRIATE LOCATIONS.**

**IMPLEMENTATION MEASURES:**

- A) Protect future industrial areas from encroachment of incompatible uses. The Land Use Element contains a list of compatible zoning categories for each land use designation of the Comprehensive Plan. Zoning must conform with this criteria.
- B) Structure the standards and criteria of the Zoning Ordinance to assist industrial developers in determining the feasibility of a potential project. Also, emphasize the importance of a rapid review process, avoiding unnecessary delays in processing applications for industrial developments.
- C) Support the efforts of the Economic Development Committee of the Canby Chamber of Commerce to promote industrial development:
  - Encourage the participation of local representatives such as people from the City staff, utility companies, industry, retail trade, developers, and the Southern Pacific Company.
  - Encourage the Committee to determine what type of permanent structure (public, quasi-public, or private) can best implement marketing activities, develop financing programs, and make necessary site improvements.



- Research funding sources, both private and public and coordinate efforts with the Clackamas County economic development program, Port of Portland, and State and federal economic development agencies.
  - The Committee should also be in the position of recommending the initiation of industrial zoning to the Planning Commission or City Council.
- D) Work towards assuring that adequate services, facilities, and transportation networks are available to serve industrial areas:
- Develop a Capitol Improvement Program for extending services to industrial areas.
  - Plan for the expansion of the sewage treatment plant and other critical public services based upon a significant increase in industrial as well as residential growth.
  - Implement the Transportation Element.
  - Devise incentive programs for developers who assist in providing needed transportation facilities.
  - Promote development of the following Inventory of Larger Industrial Sites. (See attached “Industrial/Commercial Development Site Inventory”)

**FINDING NO. 2**

As Canby gains in future population, and begins to reach the 15,000 to 20,000 range, the resultant demands for commercial area will be an increasing problem. Certainly the most desirable commercial growth area is the Central Business District (CBD) where shopping can be accomplished easily by foot and where the various commercial activities can reinforce one another.

Currently, the CBD area or, more precisely, the area of current commercial zoning downtown, contains roughly 58 acres of which approximately 33 acres is in commercial use. Eight acres are vacant, but these are located throughout the area and are not necessarily contiguous to existing commercial land. The remaining 17 acres contain housing, and this could present a problem. Continued commercial growth will displace existing housing.

It is not anticipated that all 58 acres will be required for commercial use during the planning period, as commercial land use is likely to increase in smaller increments than will residential usage. However, there is no question that significant housing will be lost. Approximately seven acres contain good quality housing while 10 acres contain housing

of lesser quality. Most of this housing stock, because of its age and condition, will probably be replaced within the next 20 years.

Along with emphasis on the CBD expansion, there will be a need to restrain further linear development of the 99-E commercial area; otherwise the traffic and safety problems which now exist will worsen considerably. Unfortunately, the Southern Pacific rail right-of-way is a physical barrier which limits the potential of coordinating the highway development with the CBD area. Thus, there is a significant difference in shopping orientation – the CBD by foot and along Highway 99-E by car. Therefore, each area must be handled differently.

Containment of the linear nature of the commercial strip, however, does not mean the infill of commercial use cannot be encouraged. This also does not mean that the depth of commercial usage cannot be increased, thereby reducing development problems of the large commercial developer. For example, a development like the Canby Square Shopping Center requires considerable area, and would be difficult to locate in the CBD because of problems in aggregating property. In addition, these developments tend to be somewhat more car-oriented than pedestrian-oriented.

Several possibilities exist to extend commercial usage south of 99-E. This includes the area between the highway, the Molalla rail spur and Township Road. There is undeveloped land in this area, and this type of usage would be compatible with the existing light industrial use. Furthermore, a major arterial is being considered in the location as a means of relieving traffic from South Locust and South Ivy Streets. Other potential commercial sites have been designated in the *Land Use Element*.

It should be noted that, due to the potential employment and taxation benefits of commercial development, efforts to encourage new retail establishments may be almost as important as encouraging growth in the manufacturing sector.

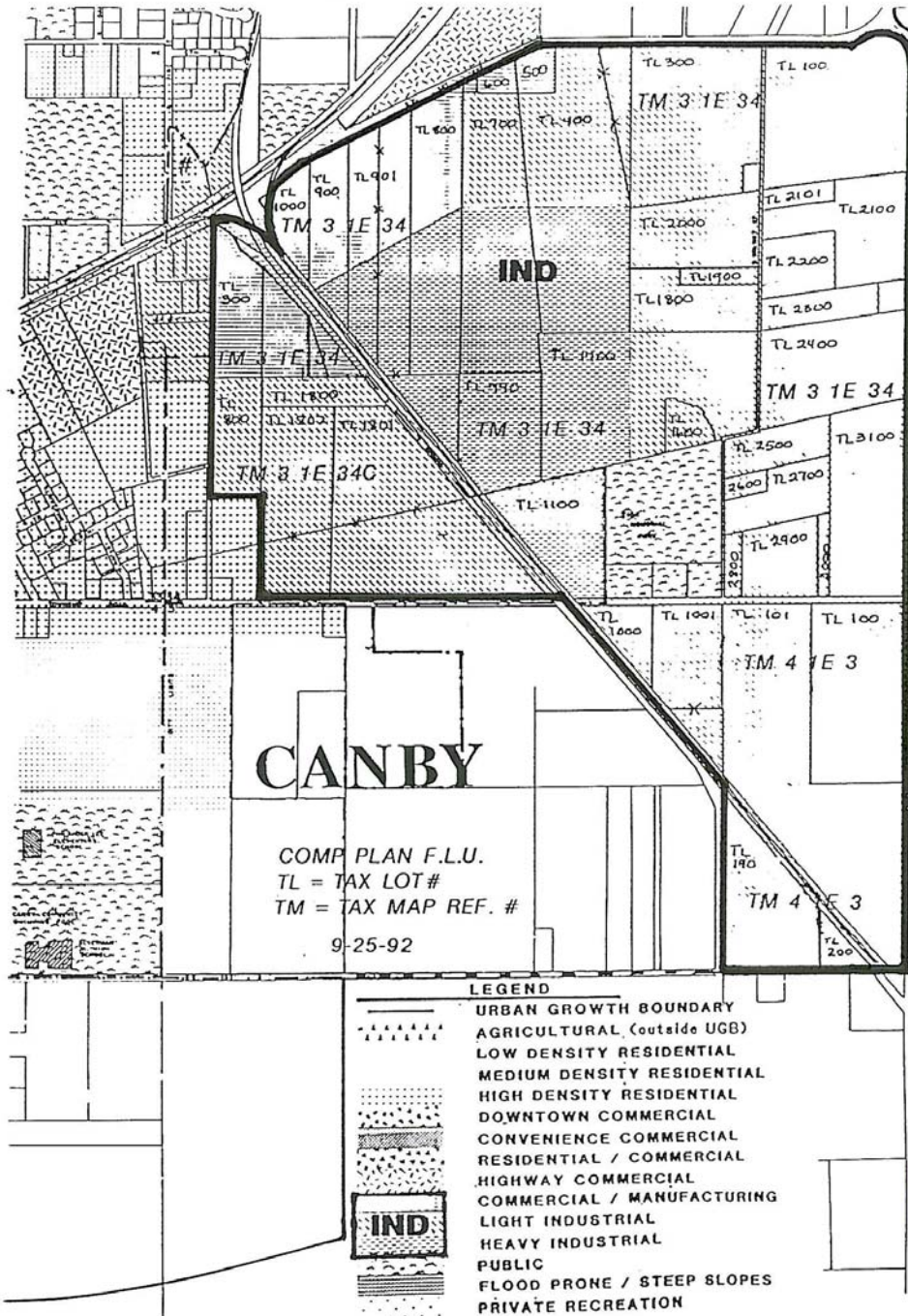
**POLICY NO. 2: CANBY SHALL ENCOURAGE FURTHER COMMERCIAL DEVELOPMENT AND REDEVELOPMENT AT APPROPRIATE LOCATIONS.**

**IMPLEMENTATION MEASURES:**

A) The Canby Downtown Plan shall guide the revitalization and redevelopment of the Downtown Commercial zone, and includes standards and policies that address:

- Streetscape design
- Building design
- Marketing and promotion
- Business retention and recruitment
- Prioritized lists of public and private projects
- Implementation and funding strategies

B) Consider the impacts of proposed commercial developments on designated historic sites and buildings. Promote the commercial use of such features in ways that maintain the historic or architectural quality of the site.



Canby Comprehensive Plan



Canby Comprehensive Plan

No.	Site Map	Site	Owner	Location		Area (Acres)	Zoning	Heavy Ind.	Yes	Light Ind.	Yes	Rail	Water	Use	100%	None	Needs sewer, new road (Berg/Baker), grade change, water, electric
				Section	Township												
1.	4-IE-5	400	Southern Pacific	S.W. Highway 99-E	SW 99-E	6+	M-1	Heavy Ind.	yes		Rail		100%	None	Needs sewer, new road (Berg/Baker), grade change, water, electric		
2.	4-IE-5	403	Ray Lovell Trucking	Along S.W. 99-E	99-E	3.66	M-1	Heavy Ind.	Yes		Rail		50%	Trucking	Needs sewer/water		
3.	4-IE-5	404	Adrian Fisher	S.W. 99-E	Same	4.60	M-1	Heavy Ind.	Yes		Rail		100%	Vacant	Needs sewer, water, electrical, new road (Berg/Baker)		
4.	4-IE-5	401	City of Canby/Mike Rinkes	S.W. Highway 99-E	99-E, Cedar, NW 3rd, Baker	29.21	M-1	Heavy Ind.	Yes		Rail		100%	None	Needs sewer, water, electric, storm water line, access road		
5.	3-IE-34C	1802	Christian Clayton (Anderson)	S.E. Township	Pine, Township	13.54	M-1	Lt. Ind.	Yes		12" water line 365 feet away		Most		Needs sewer, access road (local), electric		
6.	3-IE-34C	1801	Donald Hanson, Estate of	S.E. Township	Pine, Township	32.81	M-1	Lt. Ind.	Yes		12" water line within 700 ft.				Needs sewer, access road (local), electric		
7.	3-IE-34C	300	Wilhelm L. Gutormsen	1233 S. Hwy 99-E	99-E/S. Pine	7.66	C-M	C-M	Yes		Sewer, electric, water		Most	Homefarm	Narrow access to 99-E constrained by RR and Logging Rd overpass		
8.	3-IE-34C	200	Dave Anderson	S. of Highway 99-E	99-E, S.Pine Redwood (new road) or via T.L. 1800 and Logging Road	5.43	C-M	C-M	yes		Water 350' to west of site		100%	Farming	Needs local access road, sewer, electric		

Prop. Map	Prop. No.	Owner	Adjacent to Tax Lots	Road	Area	Zone	CEP	ILCA	Water	Stages	Yield	Remarks	Comments
9.	3-1E-34C	Dave Anderson	Adjacent to Tax Lots 1801 and 1802	99-E, S.Pine Redwood (new road)	1.00 (contig. to Tax Lot 200)	M-1	Lt. Ind.	yes		Water 350' to west of site	100%		Needs local access road, sewer, electric
10.	3-1E-34C	Gilbert Borg	SE Township	Township Pine	6.80	M-1	Lt. Ind.	yes		Water on site			Needs local access road, sewer, electric
11.	3-1E-34	Boyer Top Soil	SE Township	Township	12.42	M-1	Lt. Ind.	yes		Rail, small water line on Township	Most	Industrial storage (mostly); small bldgs. and radio tower	Site needs sewer, eventual large water line
12.	3-1E-32DC	Fred Kahut	Baker Dr. 3rd Ave.	Baker; NW 3rd	4.79	M-1	Lt. Ind.	yes		10" water line, sewer	100%	Vacant	None
13.	3-1E-32DC	Maynard Nofziger	Baker Dr. 3rd Ave.	Baker; NW 3rd	5.03	M-1	Lt. Ind.	No	Yes	10" water line, sewer	100%	Vacant	Slope on western portion (10% or less of site)
14.	3-1E-34	Dee Walluck	99-E, Logging Rd, SE 1st	99-E, Logging Rd, SE 1st	2.50	County R00F-S City C-M (once annexed)	C-M					Residence, open use	Current farming zone
15.	3-1E-34	Ivan Arnesen	99-E, SE 1st	99-E, SE 1st	26.26	County FFU-30 City C-M (once annexed) Southern part could be M-2	C-M Hwy. Ind. on southern 1/3	No	Yes			Mainly farming	County farm zone Needs sewer, water, electric

INDUSTRIAL/COMMERCIAL DEVELOPMENT SITE INVENTORY												
#	Tract No.	Tract Size	Owner	Location	Road Access	Acres	Zoning	City/County	Water Right	Storm Drainage	Utilities	Remarks
16.	3-1E-34	901	Ivan Arntsen	99-E, SE 1st	99-E, SE 1st	2.26	County EFD-20 City C-M (fence annexed)	C-M	No	Yes		Residence, farming County farm zone Needs sewer, water, electric
17.	3-1E-34	800	Est. George Zimmer	S.E. 1st	99-E, SE 1st	14.82	County EFD-20 City C-M (fence annexed) (southern part could be M-2)	C-M	No	Yes		Residence, farming County farm zone Needs sewer, water, elec.
18.	3-1E-34	700	Roy L. Burden	SE 1st	99-E, SE 1st	20.55	County EFD-20 City M-1 (fence annexed) (southern 2/3 could be M-2)	Lt. Ind.	No	Yes		Residence, horticulture farming County farm zone Needs sewer, water, electric
19.	3-1E-34	600	John I. Gale	SE 1st	99-E, SE 1st	1.03	County REEF-5 City C-M (fence annexed)	C-M	No	Yes	0	Residence Needs sewer, water, electric
20.	3-1E-34	500	Frank Madeira	SE 1st	99-E, SE 1st	2.21	County REEF-5 City C-M (fence annexed)	C-M, Lt. Ind.	No	Yes		Residence and Farming County farm zone Needs sewer, water, electric
21.	3-1E-34	400	Irene E. Burden	SE 1st	99-E, SE 1st	31.71	County EFD-20 City M-1 (fence annexed) (southern 1/3 could be M-2)	Lt. Ind. Hwy. Ind. on southern 1/3	No	Yes		Residence and horticulture farming County farm zone Needs sewer, water, electric

INDUSTRIAL/COMMERCIAL DEVELOPMENT SUPERINTENDENT												
Parcel No.	Tract No.	Owner	Address	Area (Acres)	County District	City Limits	Water	Waste	Wiring	Scale	Valuation	Notes
22.	3-1E-34	300	Kathryn Lewelling	S.E. 1st	31.71	County EFU-30 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	County farm zone Needs sewer, water, electric
23.	3-1E-34	301	Thomas J. Nolan	SE 1st & S. Walnut	3.42	County EFU-30 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	County farm zone Needs sewer, water, electric
24.	3-1E-34	100	Estate - George F. Zimmer	SE 1st & Mulino Rd.	23.40	County EFU-30 City M-1 (once annexed)	Lt. Ind.	No	Yes			County farm zone Needs sewer, water, electric
25.	3-1E-34	2000	Ronald D. Palmer	211 S. Walnut Rd.	9.82	County EFU-30 City M-1 (once annexed)	Lt. Ind.	No	Yes			County farm zone Needs sewer, water, electric
26.	3-1E-34	1900	Carlos H. Oliveira	267 S. Walnut Rd.	1.50	County EFU-30 City M-1 (once annexed)	Lt. Ind.	No	Yes			County farm zone Needs sewer, water, electric
27.	3-1E-34	1800	Jacque E. Parsons	South of 267 S. Walnut	8.30	County EFU-30 City M-1 (once annexed)	Lt. Ind.	No	Yes		100% farming	County farm zone Needs sewer, water, electric
28.	3-1E-34	1700	Ray L. Burden	S. Walnut, north of cemetery	28.09	County EFU-30 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	County farm zone Needs sewer, water, electric



**INDUSTRIAL/COMMERCIAL DEVELOPMENT SITE INVENTORY**

Site #	Tax Map	Tax Use	Owner	Location	Road Access	Area	Zoning	CP Desig.	In City Limits (Y/N)	Within UGB	Services Available	% Vacancy	Existing Use	Conservation Needs
29.	3-1E-34	2800	Cliff Johnson	470 S. Walnut	Township, Walnut	1.20	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes			Residence	County farm zone Needs sewer, electric and water
30.	3-1E-34	2900	Harold E. Fish	2374 S.E. Township	SE Township	4.66	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	Farm and residence	County farm zone Needs sewer, water, electric
31.	3-1E-34	3000	Raymond A. Weygandt	2522 SE Township	SE Township	1.00	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes			Residence	County farm zone Needs sewer, water, electric
32.	3-1E-34	2700	Leighton C. Perkins	S. Walnut near S.E. Township	S. Walnut, SE Township	5.55	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	Farming	County farm zone Needs sewer, water, electric
33.	3-1E-34	2600	Leighton C. Perkins	446 S. Walnut	S. Walnut, SE Township	1.07	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	Farming	County farm zone Needs sewer, water, electric
34.	3-1E-34	2500	Elizabeth Rover	388 S. Walnut	S. Walnut, SE Township	4.90	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	Residence and farming	County farm zone Needs sewer, water, electric
35.	3-1E-34	3100	Duncan W. York	23849 Mullino Road	Mullino Road, SE Township	18.27	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	Residence and farming	County farm zone Needs sewer, water, electric
36.	3-1E-34	2400	Jacque Parsons	23625 Mullino Road	S. Walnut, Mullino Road	14.35	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	Trucking and farming	County farm zone Needs sewer, water, electric

INDUSTRIAL/COMMERCIAL DEVELOPMENT SITE INVENTORY												
Site No.	Site ID	Owner	Address	Township	Acres	Zoning	City	County	Lighting	Water	Waste	Other
37.	3-1E-34	1600 Redding Lbr. Transport, Inc.	399 S. Walnut	S. Walnut	1.92	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Residence and trucking	County farm zone Needs sewer, water, electric
38.	3-1E-34	2300 Robert S. Ford	294 S. Walnut, between S. Walnut and S. Mulino Road	S. Walnut	4.98	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Residence and farming	County farm zone Needs sewer, water, electric
39.	3-1E-34	2200 Gilbert L. Borg	Between S. Walnut and S. Mulino Road	S. Walnut	4.62	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	County farm zone Needs sewer, water, electric
40.	3-1E-34	2100 Gilbert L. Borg	23397 Mulino Road, between S. Walnut and S. Mulino Road	Mulino Road	12.43	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Residence and farming	County farm zone Needs sewer, water, electric
41.	3-1E-34	2101 John Dewar	200 S. Walnut, between S. Walnut and S. Mulino Rd.	S. Walnut	2.00	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Residence	County farm zone Needs sewer, water, electric
42.	3-1E-34	100 George Zimmer Est.	99-E, Mulino Rd.	99-E, Mulino Rd.	23.40	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes		Farming	County farm zone Needs sewer, water, electric
43.	4-1E-3	1000 Dean L. Boyer	2001 S. Township	S. Township	1.73	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes	Rail	Industry	County farm zone Needs sewer, water, electric
44.	4-1E-3	1001 Patsy A. Weygandt	S. Township/S. Pine	S. Township/S. Pine	12.39	County EFU-20 City M-1 (once annexed)	Lt. Ind.	No	Yes	Rail	Farming	County farm zone Needs sewer, water, electric

INDUSTRIAL/COMMERCIAL DEVELOPMENT SEPT. 11, 2009														
Case No.	Map No.	Map	Yes/No	Owner	Address	Acres	Zoning	City/County	City/County	Water Right	State Agency	Local Agency	Local Use	Comments/Notes
45.	4-IE-3	101		Raymond A. Weygandt	2440 SE Township at Walnut	38.23	County EFD30 City M-1 (once annexed)	Li. Incl.	No	Yes	Rail		Farming	County farm zone Needs sewer, water, electric
46.	4-IE-3	100		Raymond A. Weygandt	S.E. Township & Mulino Road	20.25	County GAD City M-1 (once annexed)	Li. Incl.	No	Yes			Farming	County farm zone Needs sewer, water, electric
47.	4-IE-3	190		Lisa Mae Weygandt	S.E. 13th, between Logging Road and Mulino Rd.	13.74	County GAD City M-1 (once annexed)	Li. Incl.	No	Yes	Rail	Farming	Residence and farming	County farm zone Needs water, sewer, electric
48.	4-IE-3	200		Daniel B. Hostetler	2542 S.E. 13th, near Mulino Road	1.34	County GAD City M-1 (once annexed)	Li. Incl.	No	Yes	Rail	Farming	Residence	County farm zone Needs sewer, water, electric

**FINDING NO. 3**

Although the current economic climate of Canby appears relatively good, it is, nevertheless, extremely desirable that the community further strengthen its economic base by diversifying and by creating local employment opportunities. Besides promoting the industrial segment for new employment, commercial employment opportunities should not be overlooked.

A recent Port of Portland study on industrial expansion in rural communities showed that in the last 10 years over 60 percent of the industries which located in small communities employed less than 20 persons. In addition, small industries generally utilize between 1 and 2-1/2 acres. Thus, the employment generated for the amount of land allocated is not particularly high.

Commercial development, on the other hand, tends to have a higher amount of employment per acre of land allocated. In addition, retail jobs historically tend to be filled by the local workforce as opposed to commuters. The point to emphasize is that industrial development is not the sole answer to creating local employment opportunity.

**POLICY NO. 3: CANBY SHALL ENCOURAGE ECONOMIC PROGRAMS AND PROJECTS WHICH WILL LEAD TO AN INCREASE IN LOCAL EMPLOYMENT OPPORTUNITIES.**

**IMPLEMENTATION MEASURES:**

- A) Encourage local employers to hire local residents.
- B) Negotiate with new industries to have preferential hiring for local residents.

**FINDING NO. 4**

City growth is generally accompanied by the conversion of agricultural land to urban uses. In the case of a city such as Canby, however, it is recognized that the productivity of the soils will encourage many property owners to keep farming their land. In some cases this has continued to occur even after annexation to the City.

**POLICY NO. 4: CANBY SHALL CONSIDER AGRICULTURAL PRACTICES 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.**

**IMPLEMENTATION MEASURES:**

- A) So long as there are other reasonable alternatives for urban growth, highly productive agricultural lands will be protected from urban encroachment.

- B) Encourage owners of agricultural producing areas to take advantage of tax relief programs for open spaces and agricultural uses.
- C) Agricultural operations, even those within the incorporated area, will be encouraged to remain in operation for as long as it is economically feasible to do so. Where developments are proposed on a “phased” basis, the first phase should be situated and designed such that agricultural operations can continue on the remaining property.

## *HOUSING ELEMENT*

### **GOAL: TO PROVIDE FOR THE HOUSING NEEDS OF THE CITIZENS OF CANBY**

#### **BACKGROUND**

One of the most critical elements of any community plan concerns the supply and condition of local housing. The State Land Conservation and Development Commission, in recognition of the importance of housing, has adopted Statewide Planning Goal No. 10: "To provide for the housing needs of the citizens of the State." The goal requires local jurisdictions to inventory buildable lands for residential use and to take steps which will "encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density."

Canby is obviously not equipped to deal with the housing needs of the entire region, nor is the City in the business of actually constructing homes. Canby can, however, do its fair share to solve the housing crisis by assuring that adequate land is available for a variety of housing construction and by assuring that local requirements and regulations are not overly restrictive.

With those objectives in mind, the City Council has already implemented a variety of major policy changes for the City of Canby. Some of these policies will actually increase the requirements placed on new residential construction but, in most cases, they will result in greater housing diversity, making a wider range of housing available to a more diverse group of people.

In setting the City's future housing policies, two critical ingredients play a part. The first is a matter of gathering and interpreting data (e.g., numbers of units, types of units, rent levels, vacancy rates, income levels, etc.). The second, and perhaps more difficult, part is the political process of actually setting the course of action which will accomplish Canby's housing goal and meet the requirements set by L.C.D.C.

More base data on housing has become available recently with the release of the first "tapes" of information from the 1980 census. That information has been combined with, and compared to, 1970 census data, building construction data, and utility records, as well as field observations. Overall, information on Canby's housing is now more complete than it has ever been before.

The 1970 census data indicated that Canby had a population of 3,758 persons who occupied 1,308 household units. This broke down to 927 owner-occupied units and 437 renter-occupied units. The average number of persons per unit was 2.9 with owner-occupied being 2.8 persons and renter-occupied being 2.9 persons. The median price

asked on the vacant homes which were for sale was \$23,600 and the median rent asked for \$94 per month.

These numbers changed considerably by 1980, with the City's population doubling in that 10-year period. Initial 1980 census data showed a total population of 7,659 persons occupying 2,861 housing units. Those units were divided between 1,796 owner-occupied and 965 renter-occupied dwellings. Mean value of owner occupied units was estimated to be \$64,600 and the average contract rent was \$235/month.

Other than the obvious effects of inflation, a comparison of 1970 to 1980 housing data shows that the trend towards unit ownership decreased somewhat during the period and the average number of persons per unit declined slightly.

The overall condition of housing units improved significantly during the 1970 to 1980 period. The number of units without complete plumbing facilities decreased from 16 to 3, and the number of units with crowded conditions (based on the census standard of persons per habitable room) declined from 48 to 41. These numbers are especially impressive when considered in light of the fact that the total number of housing units more than doubled during that period. Field observations indicate that very few housing units could still be considered substandard. This is remarkable in that over 500 units, or slightly under 20 percent of the entire housing stock of the City, is 51 years or over in age. There is an extremely high percentage of new housing as well as a high percentage of very old housing within the City.

In an attempt to develop information concerning costs in the current housing market, several local realtors were consulted. The response of these individuals provided a fairly consistent picture of both the rental and owner-occupied markets. In the new housing market, it was the consensus that an average home of roughly 1,500 square feet would be in the \$70,000 price range. For a 1,300 to 1,500 square foot used house (10 to 15 years or less in age), the price range would vary somewhere in the mid \$60,000 range, and for homes of a smaller size, from 1,100 to 1,300 square feet, the value would be in the mid to upper \$50,000 range. These figures compare to a 1980 census figure for the State of Oregon which indicated the average value of homes to be \$70,000. It is now thought that the recent recession has stabilized, if not slightly declined, the average price of homes between 1980 and 1983.

It is interesting to note that in the late 60's, one of the standard measures of what a family could afford, in terms of the total purchase price of a home, was roughly two and one-half times the gross yearly income of the household. Now real estate and banking institutions look at the maximum monthly payment for housing being in the area of 25 percent of the monthly gross income of the household. In some instances, that figure actually exceeds 30 percent. Clearly, from the consumer's standpoint, the monthly cost of housing as compared to the monthly disposable income of the family is the prime consideration, not the total purchase cost of the dwelling unit.

Local real estate brokers were also questioned as to the value of land within the City. The cost of a 7,000 to 9,000 square foot lot, which has been a typical low-density, single-

family situation, would be in a range from \$18,000 to \$21,000 if located on an improved street with full services. This type of cost compares typically to the cost of property in the Metropolitan area and points to one fact which has changed considerably in the past few years: it is no longer necessarily true that the homeowner can look to less expensive property costs in outlying communities as opposed to more urbanized areas, whereas 10 to 15 years ago, it was typically cheaper to purchase land outside the more urbanized areas. It is interesting to note that 1980 census data indicates that the average value of a Canby home is less than the average for Clackamas County or Oregon overall. Still, the price of vacant, developable property within Canby is somewhat higher than County or State averages.

The 1980 census figures indicate a marked increase in vacancy rates compared to the common trends of the mid-1970's. In fact, the 1978 City estimate of approximately one percent of vacant units has increased to a recent estimate in excess of four percent.

Although many of the older units have been remodeled or reconditioned, there have been relatively few units removed from the housing stock of 1970. City records indicate that only a handful of homes were destroyed by fire, moved to new locations, or demolished for other reasons. Of the 1360 total housing units recorded in 1970, only 266 (or roughly 19 percent) were multiple-family units. By 1980, the 2861 total units included more than 26 percent multiple-family units. Since the 1980 census, this trend has continued further with 149 new units having been added to the housing stock of which 67 have been multiple-family units. These figures are especially interesting when it is noted that the trend towards unit ownership only slightly decreased during the 1970-1980 period. It appears that Canby has already established an excellent track record in its efforts to provide "housing units at price ranges and rent levels which are commensurate with the financial capabilities" of people in our housing market, as required by the State's Housing Goal.

Canby has also taken steps to provide special housing opportunities for special groups of people. Approximately 150 single family dwellings have been constructed in Canby with low interest financing provided by the Farmers Home Administration (FmHA). Thirty-two units (including both rentals and condominium "for purchase" units) have also been constructed especially for the handicapped and elderly by FmHA. Another planned unit development project of 30 units was constructed with funding provided by the State Housing Finance Agency. Canby has made a special effort to accommodate such special projects by revising its development codes to allow for density bonuses and reduced parking requirements.

It is anticipated that the development of a Senior Center within Canby will increase the demand for special elderly-oriented housing in the future. The success of the projects which have been built in recent years, and the flexibility of City regulations in dealing with such projects has already caused local developers to consider further housing for the elderly and handicapped.



Mobile home developments have also been marked by some growth since 1970. The total number of mobile home units in Canby increased from 56 to 118 by 1980. Although no recent mobile home projects have been completed, the City has opened the door to such proposals by liberalizing its rules applying to such units. In years past, mobile homes were essentially limited to commercial and industrial zones. This practice effectively limited new developments because of land prices and the lack of available, developable property. The new rules affecting mobile homes not only allow them to be situated in residential zones, but they are actually provided with density bonuses when compared to “stick-built” homes in the same areas.

The City of Canby has made many efforts to diversify its housing opportunities in recent years. Unfortunately, the recession and overall housing slump has slowed progress which would have been made in terms of local housing options. Changes made with the adoption of the 1981 Land Development and Planning Ordinance (lot size averaging, density bonuses, increased multiple family designations, mobile home subdivision, etc.) have seen little use because of the slowdown in the total housing market.

Canby has made a commitment to expanding housing opportunities. It has been recognized that efforts to attract new business and industry must be balanced by new housing to support the expanding labor force. At the same time, it has been recognized that new designs in housing are needed to minimize costs and avoid the wasteful conversion of agricultural lands. Although many new people will continue to locate in Canby, choosing the ranch-style home on a large lot which typified past development, many others will need less expensive housing which is still attractive, efficient, and comfortable. The City of Canby will do its part to assure that both types of housing are supplied.

In summary, it can be said that the City, in recent years, has experienced a rapid immigration of population, resulting in increased housing activity. Much of this activity can be directed to the fact that there are newly emerging industrial areas in the City and the fact that in the early 70’s, the I-5 Freeway was enlarged from four lanes to six lanes, making commuting to the Metropolitan area easier. It is also apparent that the City has attracted a certain number of people who have chosen Canby as a retirement location. There appears to be no immediate end to this current trend or for the demand for housing in the Canby area. At the end of the present construction slowdown, it is anticipated that construction activity will resume, perhaps eventually reaching the level experienced in the mid-1970’s.

### **FINDING NO. 1**

Canby’s urban growth policies must provide a sufficient area to allow for new housing construction as needed. This requires not only a sufficient growth boundary for long-range needs, but actual annexation of land in a timely manner.

Given the constraints of personal preference and marketplace variations, it appears the present City area (approximately 1,795 acres) could accommodate an additional

population of about 1,200 people. It is natural to expect these vacant or “under-utilized” areas of the City to gradually be developed or redeveloped to higher densities. It is not appropriate to halt all outward City expansion until this in-fill development has occurred, because a certain percentage of buildable land always remains vacant. Instead, the City should monitor the process of outward growth and in-fill development to be sure that a balance is achieved.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Outside of the existing City limits, the City’s Urban Growth Boundary will include sufficient buildable lands to meet the anticipated population increase of over 10,500 persons. The procedures established for periodic review and updating of the UGB remains adequate as housing conditions or inventories of buildable lands change.
- B) The City will utilize annexation criteria which will provide adequate space for anticipated short-term population growth (two or three years). The amount of land will include ample consideration of additional vacant area which, for various reasons, may be held off the market.

**FINDING NO. 2**

Between 1970 and 1980, the rate of inflation tremendously increased the cost of property, construction, utilities, and streets. As a result, four significant trends occurred. First, prospective homeowners became willing to accept smaller lot sizes; second, the demand for rental housing escalated; third, an interest in condominium ownership developed; and fourth, mobile and modular homes have gained increased acceptance.

To counter increased development costs which are eventually borne by the homeowner, developers have looked to increased housing densities as a means of spreading costs over a larger market. As a result, there has been more demand for lots containing 7,000 to 8,000 square feet, as opposed to the 10,000 to 15,000 square foot lots which typified development in the 60’s and early 70’s.

Likewise, inflation in the housing industry has made home ownership out of reach for many low and middle income families. As a result, the demand for rental housing has been extremely high. Unless innovative means for financing homes are developed or more assistance programs are made available, it is likely that the demand for rental housing will increase even more. Rentals already comprise about 35 percent of the occupied housing units in Canby (1980 Census), and the percentage is likely to increase as greater densities occur.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Continue to allow limited duplex construction in low density, single family areas.
- B) Continue to allow for a variety of lot sizes within residential zones with the overall average equaling the minimum square footage requirement.
- C) Allocate sufficient land on the Land Use Map which is designated for higher density development.
- D) Continue to promote more effective utilization of land area and improve aesthetics through design by providing a density bonus system within the planned unit development regulations.
- E) Encourage housing mix to occur in all residential areas through zoning application and through planned unit developments.
- F) Continue to enforce existing regulations to limit the rate of condominium conversions in order to preserve an adequate number of rental units. Encourage the development of new condominium units as a means of meeting the demand for “Unit Ownership.”
- G) Continue to utilize zoning and subdivision regulations to provide adequate opportunities for mobile home developments at densities which are slightly greater than standard single-family developments.
- H) Continue to utilize the R-1.5 residential district to allow densities between those permitted in R-1 and R-2 zones, and the Residential/Commercial Mixed Use Zone which allows for a mixture of compatible residential and commercial uses in the same neighborhood.
- I) Continue to encourage mixed use residential development in the Downtown Commercial zone (C1).

**FINDING NO. 3**

The establishment and long-range planning of residential areas having differing density characteristics requires careful coordination with other Plan elements. Of particular concern is the coordination of housing density with the City’s ability to provide water and

sewer service at adequate capacities. In addition, it is critical that higher density areas be served by a transportation network adequately sized to handle the traffic generated. Higher density areas should not be located where the existing road pattern lacks capacity to provide access or service to residential areas or where unusually high traffic loads would pass through established neighborhood areas. Without adequate coordination with the overall transportation system, high-density housing can place undue strain on local street networks as well as creating major safety problems.

Other types of public facilities also require coordination. As an example, the selection and placement of school facilities and parks and recreational facilities are extremely important. Without such coordination, these facilities can either be undersized for the demand, or their location may be too far removed for adequate or economic utilization.

An additional objective for many communities is to coordinate higher density housing with the potential for transit systems. In the case of Canby, improved regional bus service or expansion of the Tri-Met System would be initially more critical. Tri-Met currently provides service to downtown Canby and along N. Holly, S. Ivy, and Territorial Road. Average daily ridership for 1979, according to Tri-Met was approximately 100 persons.

From a very long-range perspective, it may be feasible for the City to have an intra-urban bus system. However, the critical point in any type of transit system is to ensure that there is an adequate number of passengers in the proper locations for the system to function effectively and economically.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Higher density housing shall be located only where the existing sewer and water systems can provide the necessary infrastructure to support those densities.
- B) Higher density housing shall be planned in areas which are served by an adequate arterial system so as not to overburden local streets. The number of access points onto arterial roads shall be strictly controlled, however, in the interest of traffic safety.
- C) The timing of development of new residential areas shall coincide with the City's ability to provide adequate water and sewage facilities, as well as other public facilities.

**FINDING NO. 4**

Housing for lower income persons has become a nationwide problem. With the rapid inflation of housing costs during the 1970's, the need to focus on low income housing has become even more acute. As a result, the State of Oregon has emphasized low-income housing as a part of its Statewide Planning Goals and Guidelines.

In discussing low income housing needs with various agencies in this region, it can be documented that there is an unquestionable need for additional low income housing units. It is, however, difficult to determine locally what the actual demand is for low income housing units. It is, however, difficult to determine locally what the actual demand is for low income housing. It is even more difficult to determine, through political processes, the extent to which different jurisdictions within the region will divide up the responsibility for meeting such housing needs.

Various agencies which have been contacted have indicated that most persons exploring the possibility of low-income housing have not been particularly concerned as to the specific location or community in which housing may be available. The only criteria is that it be in some proximity to the Portland Metropolitan area, which effectively includes many of the outlying cities.

In the past, low-income housing generally applied to a small segment of the population. However, with increased housing costs, low-income housing needs have spread throughout all age, racial, and cultural groups. As a result, the type of housing requirements are quite varied. Solutions to the housing problem have, therefore, varied from the development and use of mobile homes, apartments, duplexes, and even special construction programs for new single-family units. Recent developments funded by FmHA and the State Housing Finance Agency are examples of highly successful housing projects for low-income persons.

**POLICY NO. 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.**

**IMPLEMENTATION MEASURES:**

- A) Continue to provide density bonuses for developments which are specially designated to serve handicapped and elderly persons.
- B) Encourage the private sector to provide low-income housing.
- C) Encourage low-income housing aimed at private ownership, so property is not reduced from the tax rolls.

- D) Support the County Housing Authority, the Farmers Home Administration, and the State Housing Finance Agency in their continued efforts to provide low-income housing.
- E) Continue to allow for “lot size averaging” in new subdivisions or partitions, and duplex construction on larger lots in low density residential districts. Both of these changes have encouraged greater diversity of housing types, rent levels, and price ranges without significantly affecting the character of established neighborhoods.

**FINDING NO. 5**

Since 1970, mobile homes have played a growing role in providing housing. In that time, over 50 percent of the new housing starts nationwide have been mobile homes. With the high cost of housing, mobile homes have provided an alternative means for home ownership for many families. Although the generally rapid rate of depreciation for mobile homes has been a concern in the past, this is no longer a major problem because of inflation and improved construction practices.

There appears to be a region-wide shortage of mobile home parks. Because of this demand, developers have been interested in providing facilities for mobile homes. These are attractive development opportunities because there is a minimal amount of site preparation necessary before an economic return can be realized. Major problems today, however, have been restrictions placed on mobile home developments and the shortage of available land which is appropriately zoned.

Because of the demand and because mobile homes do provide an alternative housing choice, cities are finding it necessary to evaluate mobile home placement as well as mobile home restrictions in far more detail than in the past.

Most mobile homes do not currently meet state building code (OSSSC) standards and this has, therefore, been part of the rationale for segregating mobile homes to specific mobile home park locations. However, units constructed since 1976 have been required to meet HUD requirements, and in the future it is anticipated mobile home construction will meet all State and local building code requirements. When this occurs, mobile homes must be treated the same as any other dwelling unit. This will mean the community will see increased mobile home development on individual lots.

Currently, however, the major problem with mobile home developments is mobile home subdivision design and a concern for adequate amenities and other aesthetic considerations. However, with proper design consideration, subdivision layout, buffering, and landscaping, mobile home parks can be made to be attractive areas in which to live. As a result, the dilemma facing most cities is one of willingness to allow more mobile home park development but, at the same time, having to make additional requirements to ensure that those developments become assets to the community and provide good living amenities.

Another factor which warrants consideration is the fact that there are many different types of developments which, in the past, might have been lumped together under the heading of “trailer parks.” It is now apparent that provisions are needed which differentiate between mobile home parks, where spaces are generally offered for rent, and mobile home subdivisions, where the units sit on separate lots in the same basic manner as conventional residential subdivisions. Trailer parks may still be needed to allow for temporary or recreational housing needs. Modular homes will be differentiated from mobile homes where they have been constructed to all City building code requirements. Trailer or mobile home usage for caretaker situations is also expected to continue.

Canby has determined that the promotion of mobile home developments, including both subdivisions and parks, is the most appropriate local tool for meeting the requirements of the Statewide Housing Goal. As indicated in the calculations of the Land Use Element, there are expected to be almost as many manufactured housing units located in Canby over the next 17 years, as standard construction units. This marks a major commitment to supply affordable housing in Canby.

**POLICY NO. 5: CANBY SHALL PROVIDE OPPORTUNITIES FOR MOBILE HOME DEVELOPMENT IN ALL RESIDENTIAL ZONES, SUBJECT TO APPROPRIATE DESIGN STANDARDS.**

**IMPLEMENTATION MEASURES:**

- A) Continue to allow mobile home park developments as a permitted use in medium density areas. In low density residential areas mobile home parks are allowed as conditional uses.
- B) Continue to provide for Mobile Home Subdivisions where each unit could be situated on its own lot, subject to the design review criteria of PUD procedures.
- C) Mobile home developments near commercial or industrial areas will be adequately protected from traffic and noise, as would any other residential development.
- D) Continue to utilize the design standards which are directed at providing living amenities within mobile home parks and subdivisions and providing adequate buffering to surrounding uses. These design standards cover individual lot size, setback, and buffering requirements, landscape requirements, minimum acreage for park developments, and allow for innovative ideas in subdivision layouts. They are not intended, and will not be interpreted, to prevent the appropriate development of mobile home projects.

## ***ENERGY CONSERVATION ELEMENT***

### **GOAL: TO CONSERVE ENERGY AND ENCOURAGE THE USE OF RENEWABLE RESOURCES IN PLACE OF NON-RENEWABLE RESOURCES**

#### **BACKGROUND**

The topic of energy conservation is somewhat broad in scope since energy is a basic and fundamental consideration in our total economic and employment structures and is critical to the well-being of this complex society and its lifestyles. This being the case, the following discussion represents a broad overview of the energy conservation/efficiency situation.

There are many serious problems associated with the present energy situation, the foremost being the conventional approach to supply and demand. Energy scarcity is seen only as a problem of shortage of supply, while at the same time our finite (non-renewable) resources are being depleted and society's demand and dependence on them is increasing.

For generations western cultures have been enjoying the benefits of a cheap, easily available energy source. . .fossil fuels. Today, practically all luxuries and necessities are seen as totally dependent on oil, natural gas, and coal. The fact that reserves of these fossil fuels, especially crude oil, are limited, has become an economic reality for consumers. Because our standard of living has been built on easily obtained energy resources, conventional wisdom stresses finding alternative sources capable of continuing this lifestyle. The most obvious "alternative" has been the search for more deposits of fossil fuels. . .further off-shore, deeper underground, and in more isolated areas. Very soon, however, the cost of retrieving any new reserves will exceed the benefits. While we may be able to increase the total energy produced each year, an increasing portion of that energy is used to get to the resource. . .drilling deeper wells, increased transportation distances, upgrading low concentration fuels, and so on. Thus, in the long-term, the present policy of increasing this supply of non-renewable energy fuels will very likely result in higher inflation, more unemployment, and sharper and more disruptive transition to other renewable sources of energy in the future.

The message is clear. Energy efficiency and local efforts can save money by reducing operating costs and levels of consumption through conservation measures. Ultimately, the success of local and individual energy conservation efforts will be determined within communities and neighborhoods having the potential for developing energy conservation measures and/or resources that are uniquely suited to particular needs and available resources. On a statewide level, energy conservation efforts are already being shown to be effective. The Oregon Department of Energy has announced that average household use of electricity, natural gas, and oil have all declined since 1979. Even a small city



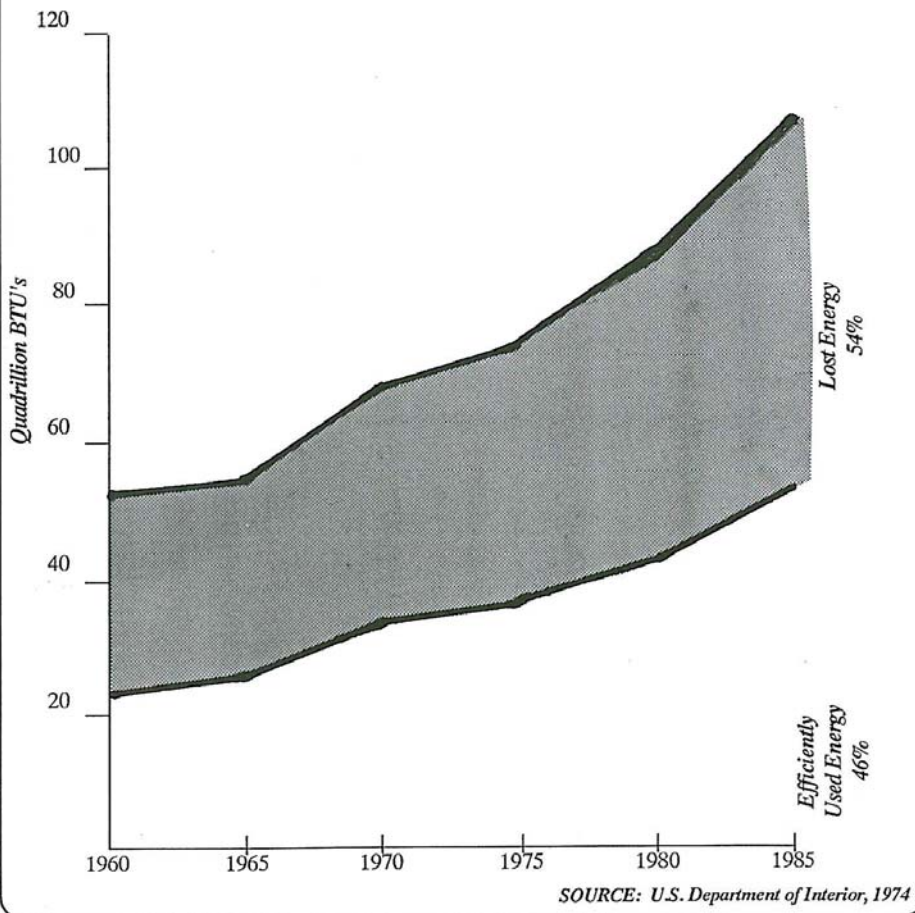
such as Canby must do its part to conserve energy for the good of the entire nation. Unnecessarily wasteful behavior must now be viewed to be as damaging to the nation's well-being as unnecessary air or water pollution. The effects of these things go far beyond the corporate limits of any city and rapidly become threats to our entire society. When it is noted that about half of the total energy consumed in this country is actually wasted (see Figure 9-1) the need for corrective measures is quickly seen.

The actual energy conservation methods which fall within the scope of this Plan tend to be more of "inducements" than "mandates." Canby is, quite clearly, still a commuter community. This means that an extremely high rate of energy consumption for transportation is already the norm.

Unfortunately, Canby has relatively few tools at its disposal to bring about reductions in energy consumption. Some of the tools which are available are relatively unique and will require a progressive attitude on the part of the City as well as developers.

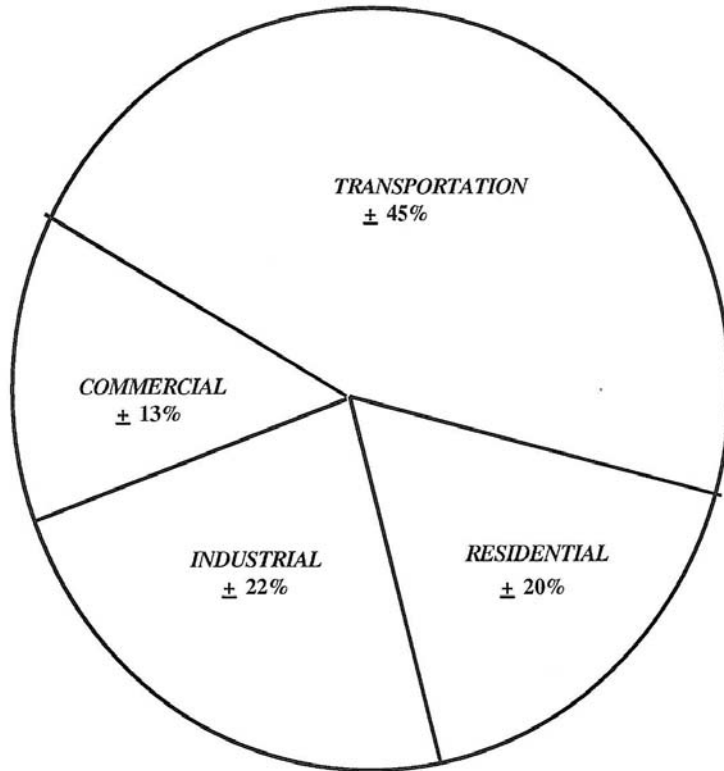
The following charts have been included to emphasize the importance of residential energy conservation efforts. Even the "transportation sector" shown in figure 9-11 is largely made up of personal vehicle use by individuals and families. Figures 9-II, 9-III, and 9-IV were all taken from ODE's 7<sup>th</sup> Annual Report, January 1983.

FIGURE IX-1  
Efficiency of Energy Utilization  
1960-1985



Canby Comprehensive Plan

**FIGURE IX-2**  
**TOTAL OREGON ENERGY USE BY SECTOR**



Canby Comprehensive Plan

**FIGURE IX-3  
AVERAGE ENERGY USE BY HOUSEHOLD**

<i>Year</i>	<i>Electricity* (kWh)</i>	<i>Natural Gas (therms)</i>	<i>Oil** (gallons)</i>
1972	15,061	1,188	852
1973	15,066	1,121	815
1974	14,819	1,068	781
1975	15,261	1,070	746
1976	14,903	988	713
1977	14,596	939	663
1978	14,618	904	611
1979	15,103	903	556
1980	14,361	798	500
1981	13,679	721	472

*\*Average electrical consumption for Canby homes is approx. 18,900 kWh.  
\*\*ODOE estimate*

**FIGURE IX-4  
ELECTRICITY USE BY APPLIANCES  
(for an average single-family household)\***

<i>Appliance</i>	<i>Use Per Appliance kWh</i>	<i>% of Total Household Use</i>
Space Heat System	9,320	43.1
Water Heater	4,323	20.0
Clothes Washer	98	.5
Clothes Dryer	1,049	4.9
Food Freezer	1,163	5.4
Television	463	2.1
Refrigerator	1,369	6.3
Range	1,178	5.4
Lights	600	2.8
Miscellaneous	2,053	9.5

*\*Nearly 85% of Canby homes use electricity for space heat and approximately 90% have electric water heat.*

A number of general energy evaluation studies and other specific documentations indicate that all structures, whether residential, commercial, industrial or public, lose substantial amounts of consumed energy due in large part to building techniques and materials, site layout, and structural orientation. By addressing these areas of concern, Canby can support an economically and environmentally appropriate energy conservation ethic.

As an example, building design has historically been closely related to the surrounding environment. Since the beginning of the Industrial Age, technology has moved far from this practice, utilizing new and advanced technologies in combination with cheap and abundant energy. Today, building designs are largely based on appearance and low initial cost, with little or no regard for the depletion of finite energy resources or environmental impact. The result is buildings which are improperly oriented to their environment and which have high operation costs. Western civilization has now entered an era of rapidly rising energy costs and uncertain supply, as well as a growing awareness of declining structures that are quality. Man now seems obligated to return to earlier approaches of designing structures that are appropriate for their surrounding environment. The basic objective must be to (re)design structures which provide the maximum human benefit at the least possible cost in resource, environmental, and monetary terms. To do this, we must strive to minimize resource inputs and outputs of all structures. The following discussion enumerates a number of basic principles of energy conservation.

Structures should be built to last; precious resources should not be used to destroy a given building and construct a new one after only 25 to 75 years. From a purely economic perspective, the high cost of modern construction virtually necessitates a long-term approach. Local materials should be used to the greatest extent possible, thus reducing the energy required for production of materials and transport. Surface areas should be minimized as larger areas have greater heat gain and loss. Mass (i.e., the quantity and density of the materials) should be maximized because temperature fluctuations are much slower and often smaller in a building with high mass. For example, mass is a particularly effective stabilizer if insulation is being installed on the outside, which is the reverse of current building practices. Heat loss can be minimized by caulking doors, windows, floor trimming and other joints, utilizing double glazing and even double doors; and insulating and using shutters (in an average house, roughly 25 percent of the heat loss is through the windows). Other methods include other types of weatherization, new construction techniques, site layout, solar orientation, neighborhood design and planning. It is the consumer who unnecessarily carries the burden of poor design through excessive costs for heating and cooling, but this can be changed.

As shown in Figure 9-II, transportation continues to be a major consumer of energy in both the personal sector and in total usage. Within the limited scope of Canby's transportation planning, concern for energy consumption must be included. This requires a focus on three basic areas:

- (1) reasonably priced, efficient mass transit to Portland and Salem;

- (2) increased efficiency of local transportation system; and
- (3) encouragement of alternatives to conventional transportation patterns (e.g., bicycling, walking, car-pooling, etc.)

Another method of energy conservation which is often overlooked involves the recycling of used materials. This can be important for two reasons:

- (1) the consumption of large amounts of energy in the process of manufacturing glass, paper, metal, etc., can be mitigated by recycling those materials and
- (2) waste products can actually become an energy source through resource recovery operations.

### **FINDING NO. 1**

All types of structures, particularly older existing ones, but also many new buildings of residential, commercial, industrial and institutional types, lose large amounts of energy. This is due primarily to inappropriate building techniques and materials, minimal or no insulation, window sizing and placement, and poor weatherization. Although Canby has adopted the Oregon State Structural Safety Code which sets insulation standards, the potential for substantially increasing design and insulation requirements to conserve energy is, over the long term, economically viable from the perspective of consumer benefit and energy conservation.

### **POLICY NO. 1: CANBY SHALL ENCOURAGE ENERGY CONSERVATION AND EFFICIENCY MEASURES IN CONSTRUCTION PRACTICES.**

#### **IMPLEMENTATION MEASURES:**

- A) The City shall remain informed of, and involved in, the activities of the State Energy Resources Board.
- B) The City shall encourage increased energy conservation/efficiency methods in new construction and remodeling projects. Examples include extra insulation in walls, floors and ceilings; window size and placement; fluorescent lighting instead of incandescent lighting; weather-stripping around doors and windows, even beyond the requirements of the O.S.S.C.
- C) Evaluate building requirements that pertain to techniques and materials for their impact on resources and energy efficiency.
- D) Periodically review, update and amend all applicable codes and ordinances to reflect energy efficiency.

- E) Encourage builders and building designers to utilize the “thermal performance” standards of the O.S.S.S.C. to develop structures which exceed the basic minimum insulation requirements of the Code.
- F) Attempt to educate the public regarding the advantages of energy conservation/efficiency in design or construction. A handout will be prepared for the use of developers and property owners explaining basic solar easements which could be utilized.
- G) Assist the Utility Board and other agencies in projects to retrofit existing homes with insulation and other components to increase efficiency.

**FINDING NO. 2**

All structures can take advantage of solar energy availability by utilizing optimal solar orientation and potential. When proper solar orientation is utilized in conjunction with increased energy conservation techniques and standards, very substantial savings are possible with minimal additional expenditures. Through proper solar orientation, heat-gain can be minimized during the summer months and maximized during the winter months, thereby reducing energy needs for cooling and heating. Such changes would primarily affect subdivision design, street layout and road requirements by attempting to reduce the amount of materials used and, thereby, the amount of embodied energy required. The City recently reduced its residential setback requirements, partly to encourage the use of eaves and other overhangs for solar protection.

To a somewhat lesser extent, wind orientation has the same basic affect as solar orientation. The U.S. Weather Bureau’s Portland office reports that in the months April through September, prevailing winds, averaging in excess of 7 mph, are from the northwest. From October through March prevailing winds, averaging more than 8 mph, are from the south/southeast. Ideal wind orientation would focus o the cooling summer winds from the northwest, while limiting doors and all but well-sealed windows on the south-southeast.

**POLICY NO. 2: CANBY SHALL ENCOURAGE DEVELOPMENT PROJECTS WHICH TAKE ADVANTAGE OF WIND AND SOLAR ORIENTATION AND UTILIZATION.**

**IMPLEMENTATION MEASURES:**

- A) Continue to encourage planned unit developments which receive a “density bonus” for efficient solar and wind orientation and structural components which exceed minimum insulation requirements of the Code.
- B) Continue to encourage solar oriented subdivisions. Encourage the developers of such subdivisions to record “solar easements” to prevent the shading of

solar collectors. City staff will prepare suggested wording for solar easements which could be used.

- C) Require consideration of solar orientation within the information submitted by applicants for subdivisions and other major developments.
- D) Encourage the acquisition of solar easements by property owners who fear that adjacent developments may shade their areas.
- E) The City will include consideration of wind and solar orientation in the construction of its facilities. All other public agencies will be encouraged to follow suit as a means of saving public dollars while setting a good example for builders in the private sector.
- F) Consider amendments to the Land Development and Planning Ordinance to require the planting of selected species of deciduous trees for each new lot.
- G) Consider amendments to the Land Development and Planning Ordinance which strictly protect solar access and establish standards for the construction of wind generators or other small energy facilities.

**FINDING NO. 3**

One of the major obstacles facing the solar efficient construction industry is the lack of an educated public. Unscrupulous builders in some areas have sold “solar” houses to unknowledgeable buyers who later found that the houses were less energy efficient than conventional homes. Unfortunately, there is little that can be done to rectify past occurrences, but the City can help to avert such problems in the future. As the “state-of-the-art” of solar construction evolves, the City should be able to develop a “performance standard” system for evaluating residential construction. This will tell prospective buyers how a given home will compare with other dwellings. Until such a system can be developed, the City can best issue a degree of consumer protection by attempting to inform the public about solar efficiency in residential design and construction.

**POLICY NO. 3: CANBY SHALL STRIVE TO INCREASE CONSUMER PROTECTION IN THE AREA OF SOLAR DESIGN AND CONSTRUCTION.**

**IMPLEMENTATION MEASURES:**

- A) The City Planner and Building Inspector will be available to discuss various aspects of solar design with potential builders or buyers.
- B) The City staff will continue in its efforts to eventually adopt a performance standard system for determining energy efficiency. Particularly efficient designs will be rewarded by some form of special commendation which should increase competition among designers.



**FINDING NO. 4**

Transportation-related energy consumption is a major part of the total energy issue. Canby can do its part in reducing wasteful transportation practices through local land use changes which reduce the need for commuting and by actively supporting the development of efficient mass transit connecting Canby with Portland and Salem. To a somewhat lesser extent, Canby can reduce energy consumption by assuring that vehicle circulation patterns within the City are efficient. (See also: *TRANSPORTATION ELEMENT*)

**POLICY NO. 4: CANBY SHALL ATTEMPT TO REDUCE WASTEFUL PATTERNS OF ENERGY CONSUMPTION IN TRANSPORTATION SYSTEMS.**

**IMPLEMENTATION MEASURES:**

- A) The Land Use Map of the Comprehensive Plan and implementing zoning shall provide adequate areas for industrial and commercial development in the interest of expanding local employment opportunities and, thereby, reducing the need for commuting.
- B) The City will actively promote efforts to establish and maintain an adequate system of transit linking Canby with Portland and Salem. It is recognized that the present Tri-Met service to Portland is scarcely used, partly because of poor scheduling and partly because Canby residents have not yet felt a sufficient need to utilize the bus.
- C) The City will actively support the use of Tri-Met, and any other mass transit systems serving the area, in an effort to increase ridership and bring about improvements in service.
- D) Energy-efficient “alternative” means of transportation will be supported. Improvements to Canby’s sidewalk system should encourage walking, recognize bicycling as a valid transportation mode (and not simply a form of recreation), and allow the use of various battery or pedal-powered vehicles on City streets—which are all energy-saving measures.
- E) Adopt and fully implement the Transportation Element of the Plan for its energy conservation value.
- F) Eventually, City growth will create a sufficient need to justify the development of an intra-city bus system. Whether a private or a public effort, the City will actively support such a transportation system when it is found that an adequate public need exists for this service.

**FINDING NO. 5**

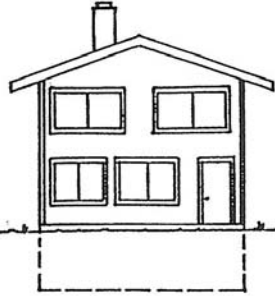
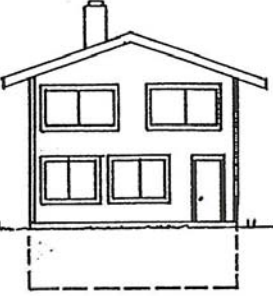
The City of Canby has made a number of changes to its ordinances in recent years intended to reduce wasteful energy consumption practices. It is equally important that the City play a lead role by minimizing its own wasteful practices. As noted in *the Public Facilities and Services Element*, it is important that the City coordinate its energy conservation efforts with utilities, State and federal agencies, and other organizations. The City also needs to continue in its efforts to reduce waste and conserve energy in the purchase, operation, and maintenance of buildings, vehicles, equipment, and facilities.

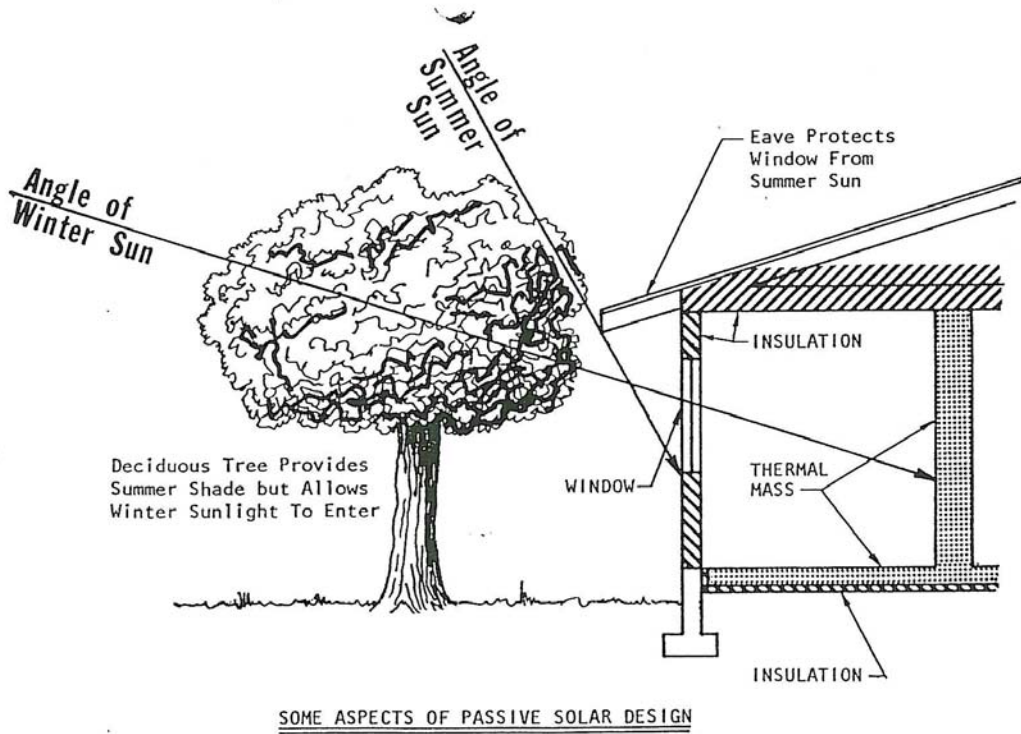
**POLICY NO. 5: CANBY SHALL CONTINUE TO PROMOTE ENERGY EFFICIENCY AND THE USE OF RENEWABLE RESOURCES.**

**IMPLEMENTATION MEASURES:**

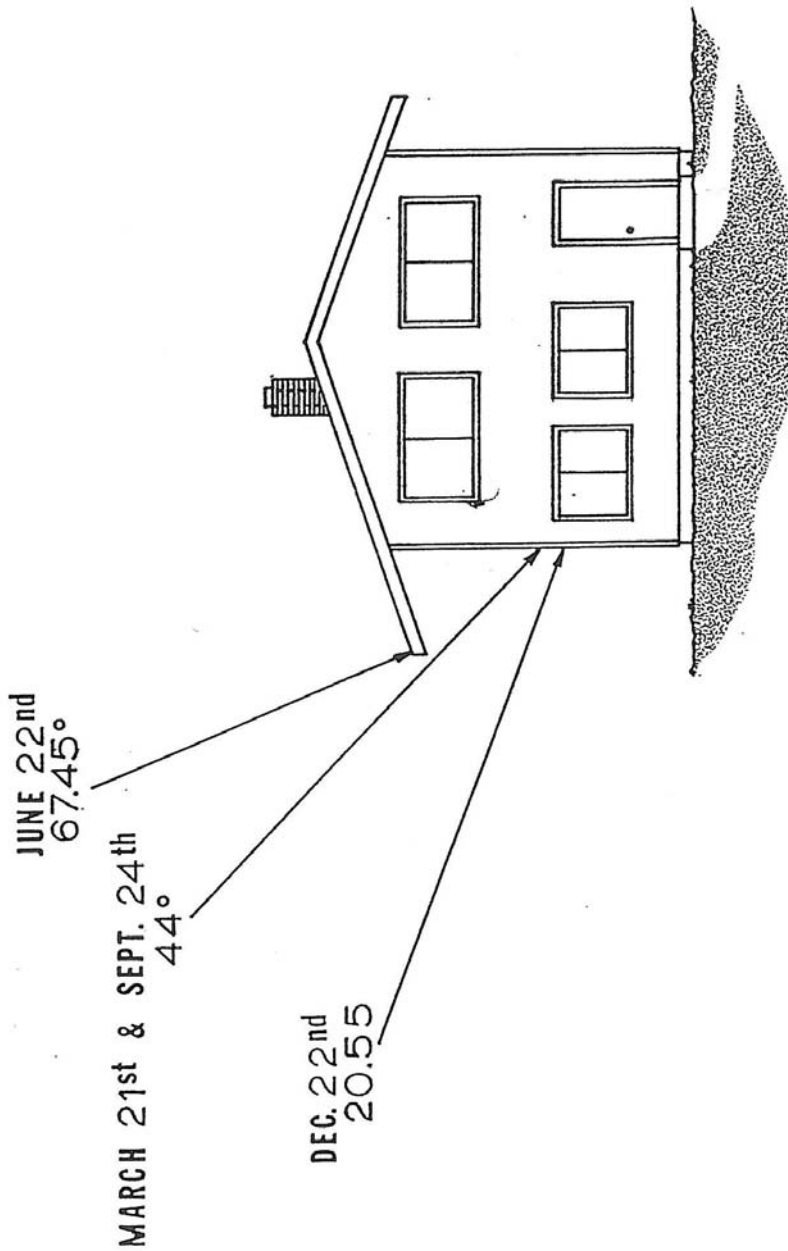
- A) The City will support the energy conservation program offered by the Canby Utility Board, the State Department of Energy, and the Bonneville Power Administration.
- B) The City will attempt to play a model role in the maintenance operation of its buildings, vehicles, equipment, and facilities.
- C) The City will include an analysis of energy impacts in its decisions to purchase buildings, vehicles and equipment.

ESTIMATED PRESENT CONSERVATION POTENTIAL FROM WEATHERIZATION FOR ONE WINTER

FURNACE	\$80			FURNACE	\$80
CEILING	\$370			CEILING	\$26
WINDOWS	\$200			WINDOWS	\$52
WALLS	\$250			WALLS	\$32
DOORS	\$50			DOORS	\$26
BSMT.	\$150			BSMT.	\$64
Cost To Heat:	\$1100			Cost To Heat:	\$200
		<u>UN-INSULATED HOME</u>		<u>INSULATED HOME</u>	



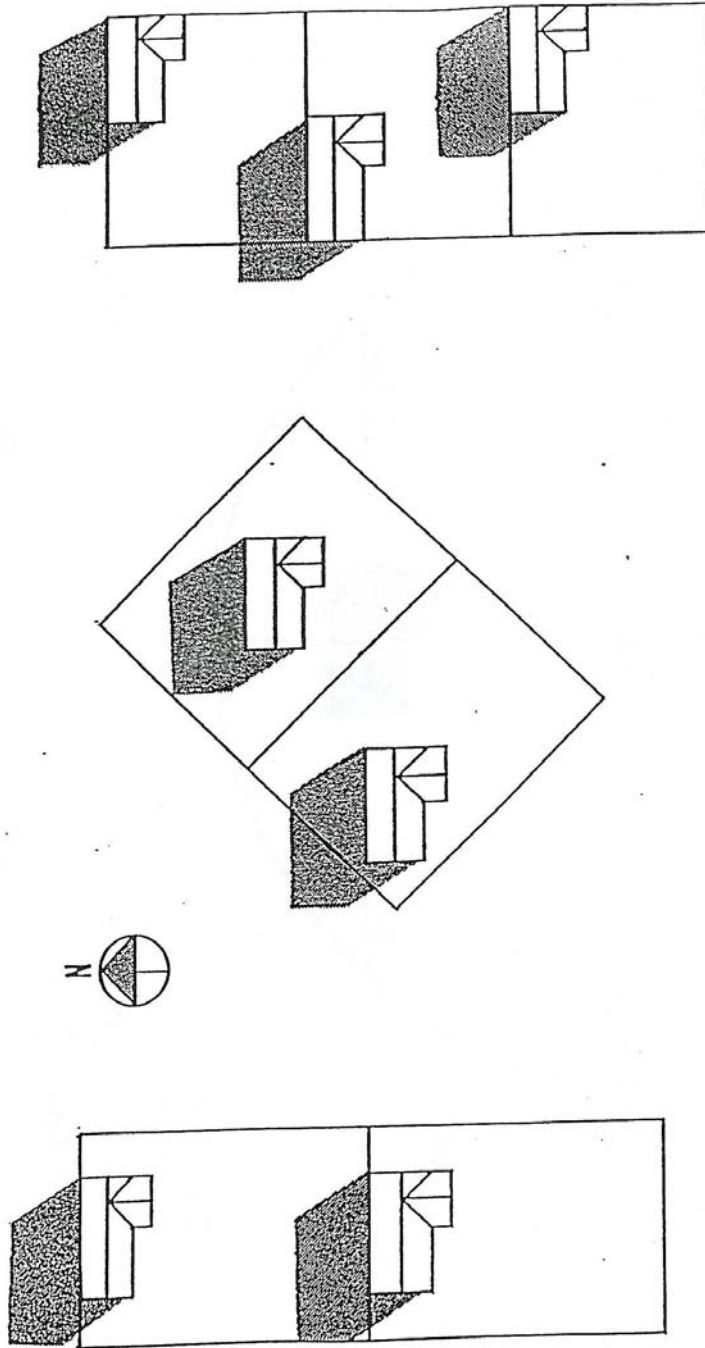
Canby Comprehensive Plan

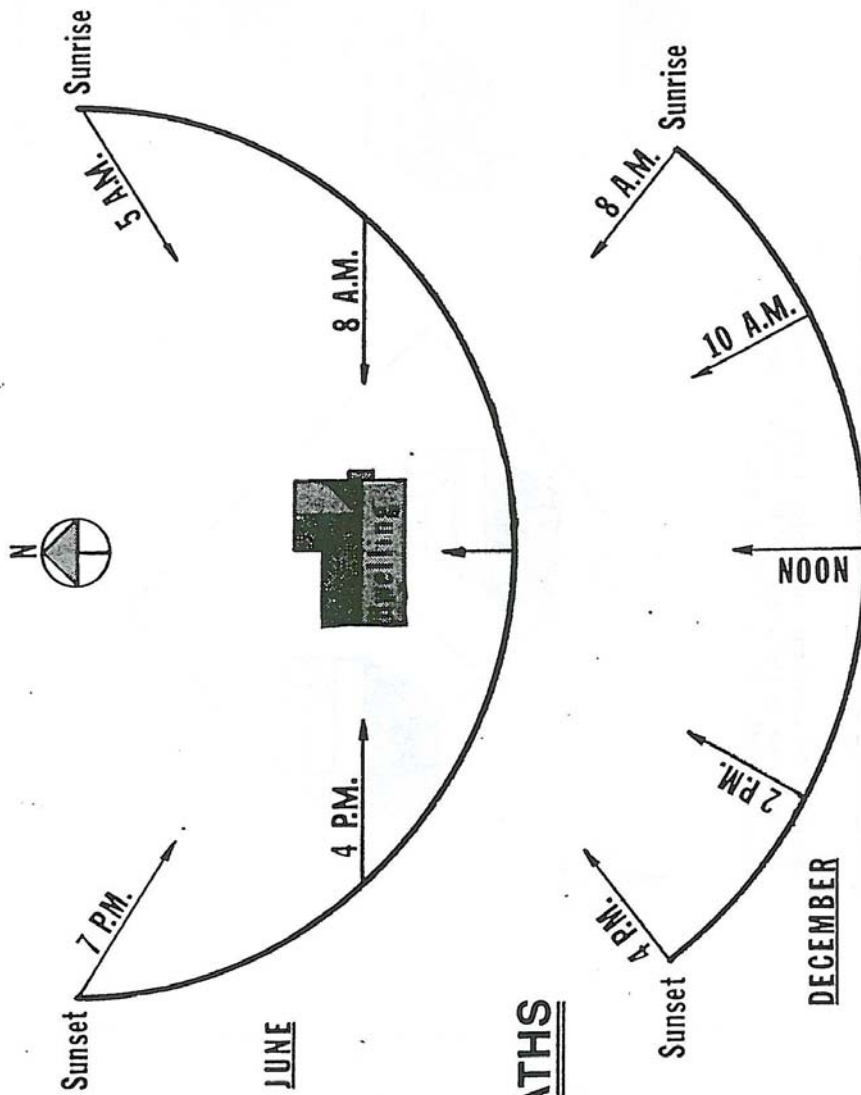


**APPROXIMATE SOLAR ANGLES AT 12 NOON**

# SOLAR LOT ORIENTATION

Dwelling Orientations with Major Yards and maximum surface area to the South and Buildings Spaced to Prevent Shading of Solar Collectors.





**SUN PATHS**

Canby Comprehensive Plan