



CITY COUNCIL Agenda

222 NE 2nd Avenue, Canby, OR, 97013 | Ph: (503) 266-4021 | www.canbyoregon.gov

JUNE 3, 2026

The City Council meeting may be attended in person in the Council Chambers at
222 NE 2nd Avenue, Canby, OR 97013

The meetings can be viewed on YouTube at:

<https://www.youtube.com/channel/UCn8dRr3QzZYXoPUEF4OTP-A>

The public may speak at the meeting virtually by contacting the Deputy City Recorder;
ridgleyt@canbyoregon.gov or call 503-266-0637. No pre-registration is required to speak in person.

For questions regarding programming, please contact: Willamette Falls Studio (503) 650-0275;
media@wfmstudios.org

EXECUTIVE SESSION – 6:00 PM

EXECUTIVE SESSIONS ARE CLOSED TO THE PUBLIC. Representatives of the news media and designated staff may attend Executive Sessions. Representatives of the news media are specifically directed not to report on any of the deliberations during the Executive Session, except to state the general subject of the session as previously announced. No Executive Session may be held for the purpose of taking final action or making any final decision.

1. CALL TO ORDER

2. EXECUTIVE SESSION 1: Pursuant to ORS 192.660 (2)(e): to conduct deliberations with persons designated by the governing body to negotiate real property transactions.

EXECUTIVE SESSION 2: Pursuant to ORS 192.660 (2)(f): to consider information or records that are exempt by law from public inspection.

3. ADJOURNMENT

REGULAR MEETING – 7:00 PM

1. CALL TO ORDER

- a. Invocation
- b. Pledge of Allegiance

2. ROLL CALL

3. STAFF INTRODUCTIONS

- a. Nick Erwin, Maintenance Worker III

4. CITIZEN INPUT, PUBLIC COMMENT ON NON-AGENDA ITEMS, & COMMUNITY ANNOUNCEMENTS:

This is an opportunity for audience members to address the City Council on items not on the agenda. If you are attending in person, please complete a testimony/comment card prior to speaking and hand it to the City Recorder. If you would like to speak virtually, please contact the Deputy City Recorder by 4:30 pm on June 3, 2026, with your name, the topic you'd like to speak on and contact information: ridgleyt@canbyoregon.gov or call 503-266-0637.

5. PROCLAMATIONS/ SPECIAL PRESENTATIONS

6. ITEMS REMOVED FROM THE CONSENT AGENDA

7. CONSENT AGENDA

- a. Consider Approval of the April 15, 2026, City Council Meeting Minutes. Pg. 1

8. APPOINTMENTS

- a. Approval of Member Carey Mathews to the Parks and Recreation Advisory Board with a term ending June 30, 2027. Pg. 7
- b. Approval of Reappointments to the various Committees, Commissions, and Boards. Pg. 10

9. ORDINANCES & RESOLUTIONS

- a. Calendar of Second Readings
 - 1) Consider **Ordinance No. 1673**: An Ordinance Authorizing the Interim City Administrator to Execute a Contract with Roy Houck Construction, LLC in the Amount of \$713,812.50 for the 2026 Street Maintenance Project. *(Second Reading)* Pg. 12
 - 2) Consider **Ordinance No. 1670**: An Ordinance Adopting the City of Canby Comprehensive Plan and Comprehensive Plan Map Changes Including the Revised Strategy 1.1. *(Second Reading)* Pg. 17
- b. Consider **Ordinance No. 1676**: An Ordinance Authorizing the Interim City Administrator to execute the first amendment to the personal service agreement with Heard Farms for wastewater sludge hauling services; and Declaring an Emergency. *(First Reading)* Pg. 133

10. PUBLIC HEARINGS

11. OTHER BUSINESS

- a. Urban Growth Boundary Update Pg. 139

12. CITY ADMINISTRATOR'S BUSINESS & STAFF REPORT

13. MAYOR'S BUSINESS

14. COUNCILOR COMMENTS & LIAISON REPORTS

15. CITIZEN INPUT, PUBLIC COMMENT ON NON-AGENDA ITEMS, & COMMUNITY ANNOUNCEMENTS

16. ACTION REVIEW

17. ADJOURNMENT

*The meeting location is accessible to persons with disabilities. A request for an interpreter for the hearing impaired or for other accommodations for persons with disabilities should be made at least 48 hours before the meeting to Teresa Ridgley at 503-266-0637. A copy of this Agenda can be found on the City's web page at www.canbyoregon.gov.

**CANBY CITY COUNCIL
WORK SESSION MINUTES
April 15, 2026**

PRESIDING: Brian Hodson

COUNCIL PRESENT: Jason Padden, City Councilor; Traci Hensley, Council President; James Davis; City Councilor; Daniel Stearns, City Councilor; and Paul Waterman; City Councilor.

COUNCIL ABSENT: Herman Maldonado; City Councilor

STAFF PRESENT: Randy Ealy, Interim City Administrator; Teresa Ridgley; Deputy City Recorder; Maya Benham, Administrative Director/City Recorder; Peter Wood, Human Resources Director; Todd Wood, Fleet/IT/Transit/Interim Public Works Director; Denise LaRue, Finance Director; Jamie Stickel, Economic Development Director/Communications Specialist; and Emily Guimont, City Attorney.

CALL TO ORDER: Mayor Hodson called the meeting to order at 6:00 p.m.

DISCUSSION WITH BEERY, ELSNER & HAMMOND, LLP - LEGAL SERVICES: The Council stated they had been well represented by the firm, however there was still a question of whether to go with an in-house attorney or keep it contracted. They asked what the firm thought had gone well this year and areas for improvement.

Emily Guimont, City Attorney, and Chad Jacobs, partner with Beery, Elsner, and Hammond, stated they had built a good relationship with staff. They thought it was valuable for them to be at Council meetings, even though it was expensive. Communication could always be improved. For areas like Urban Renewal, they would have to get more expertise in the firm that could be brought in.

There was discussion regarding the cost increase to the contract, cost saving measures, and how the firm seemed to be too risk-averse, especially in regard to the Ethics Commission (OGEC) and saying the Council could not do certain things.

Mr. Jacobs noted there had been a lot of legal pushback for some of the items from OGEC, however the firm would not be able to represent anyone accused of not following OGEC's rules.

There was discussion regarding the Council not being informed that there was extra legal work this year due to investigations and the additional potential cost. There also needed to be better planning for legal fees to be higher when employee contracts were being negotiated.

Randy Ealy, Interim City Administrator, discussed how it had been working with the firm for staff. He thought it was a good relationship, but he had told staff not to contact the attorney until they talked to him first. He thought the contract was better than in-house because in-house attorneys still had to consult on items they were not experts in.

It was noted in the past that HR handled the labor negotiations and legal looked it over at the end, which they could go back to that model as a cost savings.

There was further discussion regarding excusing the attorney from Council meetings unless otherwise notified, but not for Executive Sessions. Any Council questions could be emailed, and the City Administrator could share the information at meetings.

The Work Session was adjourned at 7:00 p.m.

****Councilor Hensley moved to go into Executive Session pursuant to ORS 192.660 (2)(f) Exempt Public Records. Motion was seconded by Councilor Padden and approved 5-0.**

DRAFT

**CANBY CITY COUNCIL
MEETING MINUTES
April 15, 2026**

PRESIDING: Brian Hodson

STAFF PRESENT: Randy Ealy, Interim City Administrator; Teresa Ridgley; Deputy City Recorder; Peter Wood, Human Resources Director; Todd Wood, Fleet/IT/Transit/Interim Public Works Director; Denise LaRue, Finance Director; and Jamie Stickel, Economic Development Director/Communications Specialist.

CALL TO ORDER: Mayor Hodson called the meeting to order at 7:34 p.m.

ROLL CALL: Councilor Padden present; Councilor Maldonado present; Council President Hensley present; Mayor Hodson present; Councilor Davis; Councilor Stearns present; and Councilor Waterman present.

CITIZEN INPUT AND COMMUNITY ANNOUNCEMENTS: Jackie Jones, Canby resident, and Michelle Kutnyak, Canby Prevention Coalition Coordinator, gave an update on the Coalition's work. They reported on the community partner appreciation lunch and learn, parent education night, relationship with schools, and upcoming summer events.

Darla Mead, Mulino resident, introduced herself as a candidate for State Representative. She was especially concerned with the health care system and preserving the uniqueness of small-town communities while still promoting economic development.

Nicole Bassett, Hood River resident, introduced herself as a candidate for State Senate. She spoke about her background in business and social and environmental responsibility. She planned to be a voice for rural communities.

PROCLAMATIONS/SPECIAL PRESENTATIONS: None.

CONSENT AGENDA: ****Council President Hensley moved to approve the Consent Agenda including approval of the March 11, 2026, City Council Special Called Meeting Minutes and the March 18, 2026, City Council Regular Meeting Minutes. Motion was seconded by Councilor Maldonado and passed 6-0.**

APPOINTMENTS: None.

ORDINANCES & RESOLUTIONS:

Ordinances 1666, 1667, and 1668 - ****Councilor Padden moved to adopt Ordinance 1666, AN ORDINANCE AUTHORIZING THE INTERIM CITY ADMINISTRATOR TO ENTER INTO AN AGREEMENT WITH XYLEM WATER SOLUTIONS USA TO PURCHASE FOUR RAW INFLUENT PUMPS IN THE AMOUNT OF \$93,602.00, to adopt Ordinance 1667, AN ORDINANCE AUTHORIZING THE INTERIM CITY ADMINISTRATOR TO ENTER INTO AN AGREEMENT WITH 3J CONSULTING REGARDING THE UGB EXPANSION AND CODE AUDIT, and to adopt Ordinance 1668, AN ORDINANCE AUTHORIZING THE MAYOR TO ENTER INTO AN AMENDED EMPLOYMENT CONTRACT BETWEEN THE CITY OF**

CANBY AND RANDY EALY. Motion was seconded by Council President Hensley and passed 6-0 by roll call vote.

Ordinance 1669 – Todd Wood, Fleet/IT/Transit/Interim Public Works Director, noted they were not using the Oregon State Price Agreement. They instead got three bids to get a better price. He explained the need to replace the servers at the Police Department. This purchase was for the hardware, and he hoped to buy it for \$100,000. However, the longer they waited the more likely the price would go up, which was the reason for the emergency clause.

****Council President Hensley moved to approve Ordinance 1669, AN ORDINANCE AUTHORIZING THE PURCHASE OF SERVER AND STORAGE EQUIPMENT IN AN AMOUNT NOT TO EXCEED \$100,000 AND DECLARING AN EMERGENCY to come up for second reading on May 6, 2026. Motion was seconded by Councilor Maldonado and passed 6-0.**

PUBLIC HEARING: Adoption of Comprehensive Plan and Comprehensive Plan Maps – Mayor Hodson opened the public hearing and read the hearing statement.

Don Hardy, Planning Director, and Steve Faust, 3J Consulting, presented the staff report. They compared the 1981 Comprehensive Plan to the proposed 2026 Comprehensive Plan. They then reviewed the goals and chapters in the updated Comprehensive Plan. Before this, there had only been a small amendment to the 1981 version for Special Area J. They went on to explain the approval criteria, vision and Comprehensive Plan process, community engagement, and Comp Plan changes per the Planning Commission, City Council, and DLCD. Since the last time this was brought to Council, changes were made to Goals 1, 2, 5, 7, 8, 9, 10, 11, 12, 13, and 14 and they reviewed the changes. An appendix was added to list the supporting documents, including the 2020 Historic Preservation Plan. They summarized the changes to the Comprehensive Plan Maps for Area 1, Area 10, Area 17, and Special Area J. They then discussed next steps.

There was discussion regarding changing the zoning in Special Area J, development concept planning for Special Area J to be an integrated development, any potential challenges to getting the plan approved by the state, confirmation that there was nothing materially deficient, and timeline for updating the SDCs.

Proponents: Matt Elwert, Planning Commission Chair, confirmed the Planning Commission's unanimous support for the adoption of the plan as presented. It had been a long process with a lot of community engagement.

Ethan Manuel, Canby resident, attended most of the community meetings and was part of the Technical Advisory Committee. He thought it had been a good process. He was in support of the plan.

Opponents: None

Mayor Hodson closed the public hearing.

The Council thanked everyone who participated and staff for their work.

Ordinance 1670 - ****Councilor Davis moved to approve Ordinance 1670, AN ORDINANCE ADOPTING THE CITY OF CANBY COMPREHENSIVE PLAN AND**

COMPREHENSIVE PLAN MAP CHANGES to come up for second reading on May 6, 2026. Motion was seconded by Councilor Padden and passed 6-0.

There was consensus to extend the meeting until 9:30 p.m.

OTHER BUSINESS: None.

MAYOR'S BUSINESS: Mayor Hodson reported on the Walnut Street project, C4 meeting where work force development and the C4 Retreat were discussed, and Region 1 Area Commission on Transportation meeting where funding allocation changes were discussed.

COUNCILOR COMMENTS & LIAISON REPORTS:

Council President Hensley said the Traffic Safety Commission discussed red light runners, u-turners, and speeding around the Fairgrounds. They were looking for more partners for the Prevention Coalition. The Suicide Prevention Task Force was providing QPR training in May.

****Council President Hensley moved to issue a blanket waiver for legal counsel attending Council meetings pending items reviewed by the City Administrator. Motion was seconded by Councilor Padden and passed 6-0.**

There was concern about not having legal counsel to prevent them from making mistakes that would be more expensive to clean up. It was noted the attorney would still review the agenda and they could wait to make decisions until they received legal feedback.

Council President Hensley suggested scheduling a Council Policies & Guidelines Subcommittee meeting to review Council policies on engaging legal counsel. There was consensus to schedule a meeting.

Councilor Padden spoke about speeding on N. Birch.

Councilor Davis reported on the Parks and Recreation Advisory Board meeting, speeding on bike trails, open position on the Board, work party at the Canby Adult Center on May 16, bus drivers at the Adult Center, and the Adult Center moving into the new facility in 2027. He asked about scheduling a joint meeting with the School District.

Mr. Ealy said he was working on scheduling the meeting.

Councilor Stearns discussed the water rates that would be going up in preparation for a new Water Treatment Plant. He suggested an ordinance preventing speeding e-bikes on bike trails and to include no speeding on sidewalks as well.

Councilor Waterman said the Bike and Pedestrian Committee wanted to address e-bikes. He was at the statewide Cybersecurity Summit and representatives from Canby Utility and the School District also attended.

CITY ADMINISTRATOR'S BUSINESS & STAFF REPORT: Mr. Ealy presented information regarding the Park Maintenance Fee. He discussed the Park Department revenue, which included rentals, maintenance fee, miscellaneous income, and transfer from the SDC fund. The Maintenance Fee brought in about \$570,000 per year. It was put into place in 2017 and

would sunset next year. He then reviewed the personnel budget, which was \$693,000 and exceeded the value of the fee. Materials and Services was \$320,000, which also exceeded the fee. The Parks and Recreation Advisory Board thought they should look at how the fee was spent and line it up to cover certain maintenance items in the Park budget and a percentage of the labor costs, but not all. The rest would be covered by the General Fund. He asked for direction on constraints for how the fee was to be spent and if they should backfill the \$80,000 minimum amount in the fund that was missed last year.

There was consensus for staff to choose items that would be paid for by the fee and how much from the General Fund and take it to the Parks Board to discuss.

Jim Simmitt, Parks and Recreation Advisory Board Member, said the Board did not have specific line items in mind. There were questions as to what the fee had originally been meant to cover. They wanted to make sure there was enough in the budget for maintenance so new projects could be built.

It was noted that the fee was an additional funding source and was not intended to supplement the General Fund. The fee should only be used for park maintenance, and the minimum \$80,000 amount was an unfunded mandate. They thought it should be removed, however there would need to be research if it was required by ordinance.

CITIZEN INPUT: None.

ACTION REVIEW:

1. Approved the Consent Agenda.
2. Adopted Ordinances 1666, 1667, and 1668.
3. Approved Ordinances 1669 and 1670 to a second reading on May 6, 2026.
4. Approved a blanket waiver for legal to not attend Council meetings pending items reviewed by the City Administrator.
5. Consensus to schedule a Council Policy Subcommittee meeting regarding contacting legal counsel.
6. Consensus to go back to the Parks Board to discuss the Park Maintenance Fee.

The Mayor adjourned the meeting at 9:56 p.m.

Maya Benham, CMC
City Recorder

Brian Hodson
Mayor

Assisted with Preparation of Minutes – Susan Wood



CITY COUNCIL Staff Report

Meeting Date: 6/3/2026
To: The Honorable Mayor Hodson & City Council
Thru: Randy Ealy, Interim City Administrator
From: Maya Benham, Administrative Director/ City Recorder
Agenda Item: Appointment for Parks and Recreation Advisory Board

Summary

There is currently one vacancy on the Parks and Recreation Advisory Board. The vacancy has been advertised on the City's website.

Background

The City has [11 various Boards, Commissions and Committees](#): Bike and Pedestrian Committee, Budget Committee, Canby Utility Board, Heritage and Landmark Commission, Library Board, Parks and Recreation Advisory Board, Planning Commission, Public Transit Advisory Committee, Traffic Safety Commission, Urban Renewal Agency and the Urban Renewal Budget Committee. Each Board, Commission and Committee has members that are appointed by the City Council and the term lengths are established through the Canby City Charter or the City Code.

Discussion

Interviews were held on April 16, and May 19, 2026. After interviewing, Chair Ryan Oliver and Council Liaison James Davis recommend appointing Carey Mathews to the Parks and Recreation Advisory Board.

Attachments

Carey Mathews Application

Fiscal Impact

None

Recommendation

1. Appoint Carey Mathews to the Parks and Recreation Advisory Board.
2. Take no action.

Proposed Motion

"I move to approve the appointment of Member Carey Mathews to the Parks and Recreation Advisory Board with a term ending June 30, 2027."

EMPLOYMENT APPLICATION



CITY OF CANBY
 222 NE 2nd Ave
 Canby, Oregon, 97013
 503-266-4021
<http://www.canbyoregon.gov>

Mathews, Carey Person ID: 10606689
VOL - 2022 COMMITTEE, BOARD, COMMISSION
MEMBER

Received: 2/16/26, 8:48 PM
For Official Use Only:
 QUAL: _____
 DNQ: _____
 Experience
 Training
 Other: _____

PERSONAL INFORMATION

POSITION TITLE: COMMITTEE, BOARD, COMMISSION MEMBER	EXAM ID#: VOL 2022
NAME: (Last, First, Middle) Mathews, Carey	SOCIAL SECURITY NUMBER: XXX XX
ADDRESS: (Street, City, State/Province, Zip/Postal Code) [REDACTED], Canby, Oregon, 97013	EMAIL ADDRESS: [REDACTED]
HOME PHONE: [REDACTED]	NOTIFICATION PREFERENCE: Email

PREFERENCES

Nothing Entered For This Section

EDUCATION

Nothing Entered For This Section

WORK EXPERIENCE

Nothing Entered For This Section

CERTIFICATES AND LICENSES

Nothing Entered For This Section

SKILLS

Nothing Entered For This Section

ADDITIONAL INFORMATION

Nothing Entered For This Section

REFERENCES

Nothing Entered For This Section

Job Specific Supplemental Questions

- 1. If employed, who is your employer and what is your position?**
Stay at home mom
- 2. Which Board, Commission, or Committee are you applying to serve on?**
PARKS AND RECREATION ADVISORY BOARD
- 3. What are your community interests (committees, organizations, special activities)?**
I have been involved with Mom's Club of Canby since November of 2024 and serving on the board since July of 2025. We have a 3 year old daughter and she enjoys exploring the parks in town. I use the pool for lap swimming several times a week, and my daughter and I are at at least 2 parks a week to play. We have enjoyed the parades and First Thursdays along with Halloween downtown.

4. What are your major interests or concerns in the City's programs?

I would love to see more updates in the parks for all ages and abilities. I support our pool and advancing the facility for decades to come. I see the maintenance workers are doing a wonderful job keeping up with all of the parks and hope that continues.

5. Why are you interested in this volunteer position?

I see the potential in growth for our community and would appreciate the opportunity to be a voice for a younger demographic of citizens.

6. Please share your experience and educational background.

Before becoming a stay at home mom in 2022, I have worked in Customer Service roles since 2000. I was a lifeguard/swim lesson instructor from 2000 to 2006 working at different pools and aquatic centers while in high school and college. After finishing my associates of arts from PCC I worked in Dental Customer Service. I was a customer service representative for a local Dental Laboratory and then worked in the front office of a few offices in the metro area.

7. Please list any other City or County positions on which you serve or have served.

I have not served on any City or County positions.

8. If you were referred by someone, please list.

Nathan Templeman and Pete Wood

The following terms were accepted by the applicant upon submitting the online application:

By clicking the Accept & Submit button, I hereby certify that every statement I have made in this application is true and complete to the best of my knowledge.

Additional Information for Employment Applications:

I understand this application does not represent a contract for employment. I understand that an acceptance of an offer for employment does not create a contractual obligation upon the City of Canby to continue to employ me for any period of time in the future. I understand that no representative from the City has any authority to enter into any special agreement with me to promise and/or guarantee my employment for any specific time period or to promise me a promotion or transfer, etc. either prior to commencement of employment or after I have become employed, or to assure me of any benefits or terms and conditions of employment, or to make any agreement contrary to the aforementioned.

I hereby represent that each answer to questions incorporated into this application and all other information otherwise furnished by me shall be true, complete, and correct. I understand that incorrect, incomplete, false or misleading statement/answer/information furnished by me either verbally, or in writing will subject my application to disqualification from further consideration and/or if already employed by the City, when the aforementioned is detected, I will be subject to discipline up to and including discharge, for falsifying a City record/document, regardless of how much time has elapsed since the date I was employed. In the event that I am employed by the City, I agree to comply with all its orders, rules, regulations, safety policies, and performance standards. Upon hire, I will provide proof as required on the US Government, I-9 form that I am legally eligible for employment in the United States. If I cannot provide such proof in accordance with Federal Law, I understand that my employment will be terminated.

I have read and understand all of the provisions of this acknowledgement. By signing this application, I hold the City of Canby harmless for any result of the City questioning the references provided in this application. If I am selected for further consideration, I hereby authorize and release from liability all former employers, landlords, educational institutions, law enforcement agencies, and/or other government agencies to provide/release information regarding my employment, education, criminal conviction record, credit history, driver's license violations and motor vehicle records, which may be in their possession to the City of Canby and/or its agents. I understand that I will not receive and am not entitled to know the contents of confidential reports received, and I further understand that these reports may be privileged. An offer of employment is conditional upon a background investigation, and if relevant, a pre-employment medical exam and drug screen test (safety sensitive positions).

EQUAL EMPLOYMENT OPPORTUNITY: We are an Equal Opportunity/Affirmative Action Employer. We are dedicated to a policy of nondiscrimination in employment on the basis of race, color, religion, sex, gender identity, sexual orientation, pregnancy, status as a parent, national origin, age, or mental and/or physical disability.

BACKGROUND: Finalists for City jobs must successfully pass a background investigation and may be required to pass a pre-employment medical exam as a final condition of the job offer. Finalists for safety sensitive positions must also successfully pass a pre-employment drug-screening test.

PROBATIONARY PERIOD: New employees or employees changing job positions will be considered Trial service employees for at least six (6) months before attaining regular status.

IMMIGRATION LAW: In accordance with the Immigration Reform and Control Act of 1986 (IRCA), all newly hired employees will be required to complete and sign an Employment Eligibility Verification Form and present documentation verifying identity and employment eligibility.

This application was submitted by Carey Mathews on 2/16/26, 8:48 PM

Signature _____

Date



CITY COUNCIL Staff Report

Meeting Date: 6/3/2026

To: The Honorable Mayor Hodson & City Council

Thru: Randy Ealy, Interim City Administrator

From: Maya Benham, Administrative Director/ City Recorder

Agenda Item: Board, Commission and Committee Reappointments

Summary

Every June there are several Committees, Commissions, and Boards terms that expire. The members below would like to be re-appointed.

Discussion

The Committee, Commission, and Board members below have terms expiring on June 30, 2026.

Bike and Pedestrian Committee (3-year term)

Mindy Montecucco

Russell Heinemann

Budget Committee (3-year term)

David Tate

Heritage and Landmarks Commission (3-year term)

Dusty Guild-Hanson

Library Advisory Board (4-year term)

Lois Brooks

Library Advisory Board Student (School Year)

Linnea Stormo

Parks and Recreation Advisory Board (3-year term)

James Simnitt

Traffic Safety Commission (3-year term)

Tina Schimpf

Jennifer Driskill

Attachments

None

Fiscal Impact

None

Options

1. Reappoint members to the various Committees, Commissions, and Boards.
2. Take no action.

Recommendation

Reappoint members whose terms are set to expire on June 30, 2026.

Proposed Motion

Part of the Consent Agenda – “I move to approve the consent agenda which includes reappointments to the various Committees, Commissions, and Boards.”



CITY COUNCIL Staff Report

Meeting Date: 6/3/2026

To: The Honorable Mayor Hodson & City Council
 Thru: Randy Ealy, Interim City Administrator
 From: Jeremy S. Thomas, P.E., MacKay
 Agenda Item: Consider **Ordinance No. 1673**: An Ordinance Authorizing the Interim City Administrator to execute a contract with Roy Houck Construction, LLC in the amount of \$713,812.50 for the 2026 Street Maintenance Project. (*Second Reading*)
 Goal: Plan a Transportation System that eases the impacts of growth
 Objective: N/A

Summary

On May 12, 2026, the City of Canby received seven (7) bids for the 2026 Street Maintenance Project. This staff report is to recommend the City Council approve the award of the construction contract to Roy Houck Construction, LLC. in the amount of \$713,812.50 and authorize the interim City Administrator to execute a contract with Roy Houck Construction, LLC.

Background

The scope of work includes curb-tight grinding along existing curbs, followed by an asphalt concrete pavement (ACP) overlay, thermoplastic striping, and installation of new pavement legends on N Ivy Street from Territorial Road to 4th Avenue. Additional pavement reconditioning will occur on NE 4th Avenue between N Ivy Street and N Holly Street, along with similar treatment on NE 19th Loop. The project also includes reconstruction of ADA ramps to bring existing pedestrian crossings into compliance with current ADA standards.

A bid tabulation is attached, and a summary of all bids is listed below:

1	Roy Houck Construction, LLC	\$713,812.50
2	KNL Industries	\$749,162.50
3	S-2 Contractors INC	\$770,135.00
4	Eagle-Elsner INC	\$788,460.00
5	Knife River Corp, NW	\$862,000.00
6	North Santiam Paving	\$877,783.00
7	Koch Excavating, INC	\$892,421.25

Discussion

This project will:

1. Improve pedestrian safety and reduce liability by upgrading pedestrian crossings to meet current ADA standards.
2. New thermoplastic stripping and pavement legends
3. Pavement rehabilitation and pedestrian accessibility improvements

This solicitation was advertised and completed in compliance with the public bid statutes in ORS 279C, as a formal bid process. All bids were reviewed for compliance with the bidding requirements, and all bids were deemed to be responsive. The low bidder, Roy Houck Construction, LLC. was deemed to be responsive and responsible. A Notice of Intent to Award to Roy Houck Construction, LLC was issued on May 12, 2026, in accordance with ORS 279C.

The engineer's estimate was \$900,000 for this work, based on previous related projects in the City and Clackamas County, which is higher than the lowest bidder.

Attachments

- Ordinance No. 1673
- Bid Tabulation Results

Fiscal Impact

This project has been budgeted in the City's Street Maintenance fund for the FY 26/27 for a total of \$900,000.

Options

1. Approve Ordinance No. 1673 as presented.
2. Deny the Ordinance and postpone or abandon construction of this project.

Recommendation

Staff recommend Council approval of Option 1.

Proposed Motion

"I move to adopt **Ordinance No. 1673**: An Ordinance Authorizing the Interim City Administrator to execute a contract with Roy Houck Construction, LLC. in the amount of \$713,812.50 for the 2026 Street Maintenance Project".

ORDINANCE NO. 1673

AN ORDINANCE AUTHORIZING THE INTERIM CITY ADMINISTRATOR TO EXECUTE A CONTRACT WITH ROY HOUCK CONSTRUCTION, LLC IN THE AMOUNT OF \$713,812.50 FOR THE 2026 STREET MAINTENANCE PROJECT.

WHEREAS, in accordance with the Public Contract requirements in ORS 279C, the City of Canby has heretofore formally advertised and received bids for the 2026 Street Maintenance project;

WHEREAS the notice of call for bids was duly and regularly published in the Oregon Daily Journal of Commerce on April 24, 2026;

WHEREAS, Seven (7) bids were received and opened on May 12, 2026, at 2:00 pm in the City Hall Mt Hood Conference Room;

WHEREAS, the Canby City Council, acting as the City’s Contract Review Board, met on Wednesday, May 20, 2026, and considered the bids and reports and recommendations of the City staff, including the staff recommendation that the low responsive bid be selected; and

WHEREAS the Canby City Council determined that the lowest responsive bid was from Roy Houck construction, LLC.;

NOW, THEREFORE, THE CITY OF CANBY, OREGON, ORDAINS AS FOLLOWS:

Section 1. The Interim City Administrator is hereby authorized and directed to make, execute, and declare in the name of the City of Canby and on its behalf, an appropriate contract with Roy Houck Construction, LLC for the 2026 Street Maintenance Project in the amount of \$713,812.50.

Section 2. The effective date of this Ordinance shall be July 3, 2026.

SUBMITTED to the Canby City Council and read the first time at a regular meeting therefore on Wednesday, May 20, 2026; ordered posted as required by the Canby City Charter, and scheduled for second reading before the City Council for final reading and action at a regular meeting thereof on Wednesday, June 3, 2026, commencing at the hour of 7:00 PM at the Council Meeting Chambers located at 222 NE 2nd Avenue, Canby, Oregon.

Maya Benham, CMC
City Recorder

PASSED on second and final reading by the Canby City Council at a regular meeting thereof on the 3rd day of June 2026, by the following vote:

YEAS _____

NAYS _____

Brian Hodson, Mayor

ATTEST:

Maya Benham, CMC
City Recorder

City of Canby
2026 STREET MAINTENANCE
Bid Date: 05/12/2026

		1	2	3	4	5	6	7	
BID TABULATION		Roy Houck Construction LLC	KNL Industries	S-2 Contractors	Eagle-Elsner INC.	Knife River Corporation Northwest	North Santiam Paving	Koch Excavation INC	
Basic Bid Items:		Units	Unit / Total	Unit / Total	Unit / Total	Unit / Total	Unit / Total	Unit / Total	
2" GRIND & OVERLAY, VARIOUS STREETS, 6,280 LF OF ROADWAY									
Bl.1	Mobilization, Including Bonding, Insurance, & Miscellaneous Costs Not Identified as a Bid Item	1 LS	\$ 43,000.00	\$ 20,000.00	\$ 46,500.00	\$ 29,000.00	\$ 88,000.00	\$ 89,500.50	\$ 32,000.00
			\$ 43,000.00	\$ 20,000.00	\$ 46,500.00	\$ 29,000.00	\$ 88,000.00	\$ 89,500.50	\$ 32,000.00
Bl.2	Traffic Control & Temporary Erosion Control Measures	1 LS	\$ 50,000.00	\$ 30,000.00	\$ 30,000.00	\$ 68,000.00	\$ 69,000.00	\$ 28,600.00	\$ 68,000.00
			\$ 50,000.00	\$ 30,000.00	\$ 30,000.00	\$ 68,000.00	\$ 69,000.00	\$ 28,600.00	\$ 68,000.00
Bl.3	Site Restoration	1 LS	\$ 5,000.00	\$ 20,000.00	\$ 20,000.00	\$ 7,500.00	\$ 18,714.00	\$ 12,000.00	\$ 7,500.00
			\$ 5,000.00	\$ 20,000.00	\$ 20,000.00	\$ 7,500.00	\$ 18,714.00	\$ 12,000.00	\$ 7,500.00
Bl.4	Grind Existing Pavement, (6' wide panel along the curb, 0" to 2" depth)	12000 LF	\$ 1.50	\$ 2.50	\$ 2.40	\$ 3.30	\$ 3.00	\$ 4.00	\$ 5.00
			\$ 18,000.00	\$ 30,000.00	\$ 28,800.00	\$ 39,600.00	\$ 36,000.00	\$ 48,000.00	\$ 60,000.00
Bl.5	Full Roadway Width, 2" Deep Grind	310 SY	\$ 15.00	\$ 30.00	\$ 15.00	\$ 16.00	\$ 18.60	\$ 23.00	\$ 50.00
			\$ 4,650.00	\$ 9,300.00	\$ 4,650.00	\$ 4,960.00	\$ 5,766.00	\$ 7,130.00	\$ 15,500.00
Bl.6	Full Roadway Width, 4" Deep Grind	270 SY	\$ 20.00	\$ 35.00	\$ 15.00	\$ 18.00	\$ 22.10	\$ 23.00	\$ 80.00
			\$ 5,400.00	\$ 9,450.00	\$ 4,050.00	\$ 4,860.00	\$ 5,967.00	\$ 6,210.00	\$ 21,600.00
Bl.7	Full Depth Reconstruction of Failed Roadway Sections, Includes Saw Cut, 16" Common Excavation, 12" of Base Rock. AC Paid under B.I. A7	120 SY	\$ 100.00	\$ 75.00	\$ 130.00	\$ 90.00	\$ 102.00	\$ 72.00	\$ 500.00
			\$ 12,000.00	\$ 9,000.00	\$ 15,600.00	\$ 10,800.00	\$ 12,240.00	\$ 8,640.00	\$ 60,000.00
Bl.8	1/2" Dense Mix ACP Overlay with PG 58-28 Binder, 2" Thick Single Lift	3000 TON	\$ 95.00	\$ 98.00	\$ 112.00	\$ 113.00	\$ 108.80	\$ 116.00	\$ 127.19
			\$ 285,000.00	\$ 294,000.00	\$ 336,000.00	\$ 339,000.00	\$ 326,400.00	\$ 348,000.00	\$ 381,583.75
Bl.9	1/2" Dense Mix ACP Pre-Level	200 TON	\$ 135.00	\$ 120.00	\$ 112.00	\$ 113.00	\$ 111.00	\$ 140.00	\$ 150.00
			\$ 27,000.00	\$ 24,000.00	\$ 22,400.00	\$ 22,600.00	\$ 22,200.00	\$ 28,000.00	\$ 30,000.00
Bl.10	4" Wide White or Yellow Thermoplastic Stripe	5100 LF	\$ 1.15	\$ 1.15	\$ 1.40	\$ 1.40	\$ 1.25	\$ 1.15	\$ 1.15
			\$ 5,865.00	\$ 5,865.00	\$ 7,140.00	\$ 7,140.00	\$ 6,375.00	\$ 5,865.00	\$ 5,865.00
Bl.11	8" Wide White or Yellow Thermoplastic Stripe	6750 LF	\$ 1.85	\$ 1.85	\$ 2.30	\$ 2.10	\$ 2.00	\$ 1.85	\$ 1.85
			\$ 12,487.50	\$ 12,487.50	\$ 15,525.00	\$ 14,175.00	\$ 13,500.00	\$ 12,487.50	\$ 12,487.50
Bl.12	12" Wide White Stop Bars or 24" Wide White Thermoplastic Crosswalk Bars, 2' Wide x 10' Long Continental Crosswalk	1500 SF	\$ 10.75	\$ 11.75	\$ 13.00	\$ 10.00	\$ 11.70	\$ 10.75	\$ 11.75
			\$ 16,125.00	\$ 17,625.00	\$ 19,500.00	\$ 15,000.00	\$ 17,550.00	\$ 16,125.00	\$ 17,625.00
Bl.13	Bike Markings, Left Turn Arrows, Straight & Right Turn Arrows	21 Ea.	\$ 350.00	\$ 350.00	\$ 440.00	\$ 400.00	\$ 381.00	\$ 350.00	\$ 350.00
			\$ 7,350.00	\$ 7,350.00	\$ 9,240.00	\$ 8,400.00	\$ 8,001.00	\$ 7,350.00	\$ 7,350.00
Bl.14	Railroad Crossing Thermoplastic Markings	2 EA	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,500.00
			\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 5,000.00
Bl.15	ADA Truncated Warning Dome	30 EA	\$ 400.00	\$ 500.00	\$ 450.00	\$ 300.00	\$ 327.00	\$ 500.00	\$ 400.00
			\$ 12,000.00	\$ 15,000.00	\$ 13,500.00	\$ 9,000.00	\$ 9,810.00	\$ 15,000.00	\$ 12,000.00
Bl.16	4" Concrete Sidewalk	650 SY	\$ 125.00	\$ 150.00	\$ 140.00	\$ 123.00	\$ 182.00	\$ 185.00	\$ 65.00
			\$ 81,250.00	\$ 97,500.00	\$ 91,000.00	\$ 79,950.00	\$ 118,300.00	\$ 120,250.00	\$ 42,250.00
Bl.17	Concrete 'C' Curb, or Short Curb	1300 LF	\$ 50.00	\$ 50.00	\$ 50.00	\$ 39.00	\$ 39.00	\$ 60.00	\$ 45.00
			\$ 65,000.00	\$ 65,000.00	\$ 65,000.00	\$ 50,700.00	\$ 50,700.00	\$ 78,000.00	\$ 58,500.00
Bl.18	Sawcut for Sidewalks	1350 LF	\$ 4.00	\$ 3.00	\$ 5.00	\$ 4.00	\$ 2.00	\$ 2.00	\$ 2.50
			\$ 5,400.00	\$ 4,050.00	\$ 6,750.00	\$ 5,400.00	\$ 2,700.00	\$ 2,700.00	\$ 3,375.00
Bl.19	Common Excavation (6" Expected Depth)	650 SY	\$ 60.00	\$ 100.00	\$ 25.00	\$ 96.00	\$ 45.00	\$ 41.00	\$ 50.00
			\$ 39,000.00	\$ 65,000.00	\$ 16,250.00	\$ 62,400.00	\$ 29,250.00	\$ 26,650.00	\$ 32,500.00
Bl.20	Fire Hydrant Reflector	9 EA	\$ 15.00	\$ 15.00	\$ 20.00	\$ 25.00	\$ 16.00	\$ 15.00	\$ 15.00
			\$ 135.00	\$ 135.00	\$ 180.00	\$ 225.00	\$ 144.00	\$ 135.00	\$ 135.00
Bl.21	Minor Manhole Grade Adjustment Ring	31 EA	\$ 450.00	\$ 200.00	\$ 350.00	\$ 250.00	\$ 481.00	\$ 420.00	\$ 650.00
			\$ 13,950.00	\$ 6,200.00	\$ 10,850.00	\$ 7,750.00	\$ 14,911.00	\$ 13,020.00	\$ 20,150.00
Bl.22	Reinstall Sign in Sidewalk with new V-Loc Base	8 EA	\$ 650.00	\$ 900.00	\$ 900.00	\$ 250.00	\$ 809.00	\$ 515.00	\$ 500.00
			\$ 5,200.00	\$ 7,200.00	\$ 7,200.00	\$ 2,000.00	\$ 6,472.00	\$ 4,120.00	\$ 4,000.00
TOTAL BASIC BID:			\$ 713,812.50	\$ 749,162.50	\$ 770,135.00	\$ 788,460.00	\$ 862,000.00	\$ 877,783.00	\$ 892,421.25

First-Tier Sub-Contractor Disclosure:

Roy Houck Constructiton LLC	SPM \$44,112.50 - Pavement Markings
KNL Industries	D&D Concrete \$89,000 - Concrete, SPM \$30,787.50 - Pavement Markings
S-2 Contractors	Roger Langlier Construction \$127,000 - Concrete, SPM \$44,000 - Pavement Markings
Eagle-Elsner INC	Roger Langlier Construction \$126,871.00 - Concrete, SPM \$45,962.50 - Pavement Markings
Knife River Corpotation, Northwest	Roger Langlier Construction \$126,871.00 - Concrete, SPM \$45,962.50 - Pavement Markings
North Santiam Paving Co	None
Koch Excavation INC	North Santiam Paving \$410,000 - Paving, H&H Paving \$50,000 - Grinding, SPM \$40,000 - Pavement Markings, Certerra \$18,000 - Compaction Testing



CITY COUNCIL Staff Report

Meeting Date: 6/3/2026

To: The Honorable Mayor Hodson & City Council
Thru: Randy Ealy, Interim City Administrator
From: Don Hardy, Planning Director
Agenda Item: Consider **Ordinance No. 1670**: An Ordinance Adopting the City of Canby Comprehensive Plan and Comprehensive Plan Map Changes Including the Revised Strategy 1.1.

Summary

City Council adopted the Canby Comprehensive Plan on April 15, 2026, and amended policies, strategies and other minor changes during the May 20, 2026, hearing with directions to staff to come back to address one specific strategy on June 3, Air, Water etc., Strategy 1.1, and Council will further discuss this strategy and determine final editing. This strategy is: Air, Water, etc., Strategy 1.1., p.51, change from, "Allow functional septic systems to remain in use where practical, and require properties with failing septic systems with the city to connect to the city sewerage system."

Staff recommends changing to:

"Within the city limits, failing septic systems will be required to connect to city sewer. Existing properly functioning septic systems will be permitted to remain in use but connection to city sewer will be encouraged. The city will develop an incentive program for conversion of existing septic systems within the city and urban growth boundary. For city urban growth boundary areas and annexations, require new development to connect city sewer associated with annexation. Require sewer connection agreements with annexations, with stipulated timelines for city sewer connection for existing development."

This will address the issues of existing septic systems both within the city, within the city urban growth boundary and upon annexation.

The entire comprehensive plan with accepted May 20 City Council changes is included as part of the comprehensive plan adoption record along with prior adopted comprehensive plan map changes.

Background

City Council will review the language staff provided and determine if it is acceptable or if additional edits are necessary.

Discussion

Staff is seeking City Council approval on the revised strategy text.

Attachments

Revised comprehensive plan including all accepted May 20 City Council changes
Prior adopted City Council May 20, 2026, Comprehensive Plan Map changes

Fiscal Impact

No fiscal impacts will occur

Options

Approve with revisions of Strategy 1.1 text changes.

Recommendation

Staff is recommending acceptance of strategy text changes.

Proposed Motion

"I move to adopt **Ordinance No. 1670**: An Ordinance Adopting the City of Canby Comprehensive Plan and Comprehensive Plan Map Changes Including the Revised Strategy 1.1."

ORDINANCE NO. 1670

AN ORDINANCE ADOPTING THE CITY OF CANBY COMPREHENSIVE PLAN AND COMPREHENSIVE PLAN MAP CHANGES

WHEREAS, City has completed extensive community outreach over three years for The City of Canby Comprehensive Plan and comprehensive plan map change updates including a community vision;

WHEREAS, the comprehensive plan and comprehensive plan map changes are consistent with City code and other adopted plans;

WHEREAS, the comprehensive plan goals, policies and strategies reflect desired community development over the next 20-years; and

WHEREAS, the planning commission recommended unanimous approval of the comprehensive plan and comprehensive plan during their March 9, 2026, hearing.

THEREFORE, THE CITY OF CANBY, OREGON, ORDAINS AS FOLLOWS:

The City Council hereby adopts the City of Canby Comprehensive Plan and Comprehensive plan maps.

Section 1. The effective date of this Ordinance shall be July 3, 2026.

SUBMITTED to the Canby City Council and read the first time at a regular meeting therefore on Wednesday, May 20, 2026, ordered posted as required by the Canby City Charter; and scheduled for second reading on Wednesday, June 3, 2026, commencing at the hour of 7:00 PM in the Council Chambers located at 222 NE 2nd Avenue, 1st Floor Canby, Oregon.

Maya Benham, CMC
City Recorder

PASSED on second and final reading by the Canby City Council at a regular meeting thereof on the 3rd day of June, 2026, by the following vote:

YEAS _____

NAYS _____

Brian Hodson
Mayor

ATTEST:

Maya Benham, CMC
City Recorder



Cultivating
CANBY

BLOOMING WITH POSSIBILITY



CITY OF CANBY
COMPREHENSIVE PLAN

DRAFT

MAY 2026

LETTER FROM THE MAYOR

Welcome to Canby, the Garden Spot!

Whether you grew up in one of the community's oldest farm families, just moved here, or are visiting for the day to attend the Clackamas County Fair or Swan Island Dahlia Festival, it's easy to see that Canby is a special place. Our town is a family-friendly town with close ties to the surrounding agricultural community, a strong network of homegrown small businesses, and high rates of volunteerism. Even as it has grown, Canby has preserved its small-town charm and local culture.

Canby is a unique community known for its array of services and small-town feel. While maintaining these qualities, Canby is quickly emerging as a regional distribution and manufacturing center that is complemented by a vibrant downtown and connected by a system of unique neighborhoods. Canby is expected to reach 25,000 people over the next 20 years. To guide this future growth and development, the City of Canby initiated Cultivating Canby as part of the Comprehensive Plan update which recognizes Canby's small-town atmosphere while fostering economic expansion.

I am pleased to introduce the Comprehensive Plan update that will provide policy guidance over the next 20 years and that embodies the Cultivating Canby vision and includes the following key themes:

- Housing for All
- Supportive and Welcoming Community
- Diverse and Prosperous Economy
- Infrastructure Improvements
- Resilient Public Infrastructure
- Network of Connected Greenspaces

The Comprehensive Plan will guide housing and employment land development, will provide policy direction for future City Council members, and will serve as a roadmap for Canby's continued success. I'm excited to see Canby's future bloom with possibilities.

Sincerely,



Brian Hodson, Mayor of Canby

ACKNOWLEDGEMENTS

CITY COUNCIL

Brian Hodson, Mayor
Traci Hensley, Council President
James Davis, Councilor
Jason Padden, Councilor
Daniel Stearns, Councilor
Paul Waterman, Councilor
Herman Maldonado, Councilor

PLANNING COMMISSION

Matt Ellison, Chair
Dan Ewert, Vice Chair
Craig Lewelling
Jennifer Driskill
Judi Jarosh
Leah McCarthy
Michael Hutchinson

CITY STAFF

Randy Ealy, Interim City Administrator
Don Hardy, Planning Director
Ryan Potter, Planning Manager
Jamie Stickel, Economic Development Director
Brianna Addotta, Associate Planner

CONSULTANT TEAM

3J Consulting
DKS Associates
FCS Group
WSP USA, Inc.

CURRENT PROJECT ADVISORY COMMITTEE

Audrey Traaen, Sen. Drazaen's Office & Canby School Board
Ben Wiley, Industrial Park Broker
Brian Hodson, Mayor
Cindy Moore, Clackamas County Economic Development
Dan Ewert, Planning Commissioner
Ethan Manuel, Developer
Hether Hill, Pahlisch Homes
Jason Bristol, Developer
Jason Padden, City Councilor
Jennifer Patterson, Canby School District
Kari Duncan, Canby Utility
Kirk Olsen, Industrial Park Developer
Matt English, Canby Fire
Mindy Montecucco, Bike & Pedestrian Committee
Mitch Magenheimer, Property Owner outside UGB
Ray Keen, Together Canby
Ron LeBlanc, Heritage & Landmarks Commission
Sam Johnston, Todos Juntos
Sarah Magenheimer, Canby School Board Chair & Property Owner
Susan Myers, Canby Resident
Tom Scott, Property Owner
Tony Helbling, Wilson Construction

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GLOSSARY

Comprehensive Plan: A document adopted by the local government that provides the long-range land-use planning goals and policies of a city or county. The plan is composed of background information, goals and supporting policies, as well as a comprehensive plan map.

Density: A measure of the intensity of development, generally expressed in terms of dwelling units per acre. It can also be expressed in terms of population density (people per acre).

Floodplain: The area subject to inundation by the base flood as identified on the Flood Insurance Rate Map (FIRM). The floodplain includes both the floodway and flood fringe. The base flood is one that has a 1 percent chance of being equaled or exceeded in any given year, also referred to as the "100-year flood."

Oregon Revised Statutes: The laws passed by the Oregon Legislature (also referred to as "ORS" and "statutes").

Oregon Administrative Rules: Oregon Administrative Rules (OARs), often called just "Administrative Rules," are created by entities with rulemaking authority per Oregon Revised Statute (ORS) 183.310(9) to implement or interpret their specific statutes.

Planning Commission: A group of members of the public appointed by the governing body of a city to advise the governing body in matters pertaining to land use and comprehensive planning.

Resilience: The ability to adapt to changing conditions and recover quickly from disasters or hazard events.

Right-of-way: A recorded right to use or travel over a specified area or strip of land. Most commonly it refers to land on which a street, sidewalk, or railroad is located. It can also be occupied by utilities, transmission lines, oil or gas pipelines, drainageways, or similar facilities, although pathways for these facilities are more commonly referred to as easements.

Riparian Area: The area adjacent to a river, lake, or stream, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem as defined in OAR 660-023-0090.

Special Area "J": Area outside of Canby city limits, but within the Urban Growth Boundary, bounded on the west side by Highway 99E, to the south by SE 1st Avenue, to the east by Haines Road, and to the north by the UGB.

Urban Growth Boundary (UGB): A line drawn on planning maps to designate where a city expects to grow over a 20-year period. Restrictions in areas outside of a UGB protect farm and forest resource land and prohibit urban development.

Zoning: A measure by which the community is divided up into districts or zones. In each zone there are permitted uses and conditional uses, as well as regulations governing lot size, building bulk, placement, and other development standards.

Zoning Map: A map that shows parcel-specific zoning districts.



INTRODUCTION

WHAT IS A COMPREHENSIVE PLAN?

The “Cultivating Canby” Comprehensive Plan serves as the city’s primary land use guide, shaping growth and development over a 20-year period. Rooted in the community’s values, the Comprehensive Plan establishes goals and policies that inform decision-making on key issues impacting the city’s future.

The Comprehensive Plan establishes a policy framework built on a “factual basis” that helps inform other critical planning documents and implementation tools that together serve as a coordinated strategy for the city. The factual basis includes all background information and data used to inform policy. Ultimately, the Comprehensive Plan outlines the direction that the city will take when planning for land use, informing all of its land use decisions and actions, including how land is developed, and how services are provided.

The Plan is designed to be an inclusive, accessible resource for everyone engaged in Canby’s planning process—including government agencies, elected officials, the Planning Commission, developers, neighborhood groups, and community members representing diverse interests.

Summary of Oregon’s Statewide Planning Goals

Oregon’s statewide goals are achieved through local comprehensive planning. State law requires each city and county to adopt a comprehensive plan, and the zoning and land division ordinances needed to put the plan into effect. Comprehensive plans must be consistent with Statewide Planning Goals. The State’s Land Conservation and Development Commission (LCDC) review plans for such consistency. When the State Department of Land Conservation and Development (DLCD) and LCDC officially approves a local government’s plan, the plan is said to be ‘acknowledged.’ After acknowledgement, the Plan becomes the controlling guide for implementing ordinances—the laws that bring the plan to life. Oregon’s planning laws apply not only to local governments but also to special districts and state agencies.

The laws strongly emphasize coordination between such agencies, keeping plans and programs consistent with each other, the goals, and acknowledged local plans.



TWELVE OF OREGON’S NINETEEN STATEWIDE PLANNING GOALS ARE APPLICABLE TO CANBY. THESE INCLUDE:

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



How are Comprehensive Plans Used?

The Comprehensive Plan is implemented over time through a variety of tools and measures. The Plan's goals, policies, and strategies inform critical planning and regulatory documents used by the city that guide growth and development in Canby, specifically the Canby Development Code. Planning and regulatory documents provide the criteria that are used to make land use decisions by the city and directly shape the character of development.

A key element of the Comprehensive Plan is the Comprehensive Plan Map, which spatially designates future land uses in a way that best implements the goals and policies included in the Comprehensive Plan. The Comprehensive Plan Map serves as guidance for any updates that are made to the city's zoning map. The zoning map identifies the types, locations, and densities of future development or redevelopment and may be updated to align with the policy framework established in the Comprehensive Plan.

Implementation also occurs through area-specific and topic-specific plans that guide public investments. Area-specific plans focus on smaller sections of the city, such as the North Redwood Plan District.

Topic-specific or infrastructure plans, such as master plans for transportation, sanitary sewer, and water, address broader systems and services. These plans typically include background information, assessments of existing conditions, identified system deficiencies, overarching goals, potential capital improvement projects, and recommendations for policy or code amendments. Area and topic-specific plans also shape the work of city departments, like Planning and Public Works, by informing action plans and guiding departmental budgeting decisions.

All plans must align with the goals of the Comprehensive Plan and should not contradict its guiding principles. Components of these plans can be adopted by ordinance or resolution and may lead to updates or amendments to the Comprehensive Plan or its implementation tools to ensure they remain current over time.

The Comprehensive Plan also provides key guidance on partnership with neighboring agencies including Clackamas County, Oregon Department of Fish and Wildlife, National Trust for Historic Preservation, Oregon Division of State Lands, and the Army Corps of Engineers.

Goals, Policies, and Strategies

The heart of the Comprehensive Plan is the community's vision for the future. The goals and policies are a direct expression of the desires of the community, as captured through the city's community-wide visioning process, "Cultivating Canby."

Utilizing the framework of the Vision Statement and information from the factual base, the goals and policies of the Comprehensive Plan describe the long-term outcomes and direction on how the city will achieve the intended work of the Plan.

GOAL

Goals are long-term outcomes the City hopes to achieve by implementing the Comprehensive Plan. They are aspirational, expressing community members' collective desires and values.

POLICY

Policies set preferred direction and describe what must be done to achieve these broad goals. They are specific enough to help determine whether a proposed project or program would advance the values expressed in the goals.

STRATEGY

Some policies include strategies that outline specific steps to help implement the policy.





About Canby

HISTORY

The Canby area was originally inhabited by the Kalapuyan people. Non-indigenous settlement of the region began in the early 1800s, including the early settler James Baker, who arrived in 1838. Further settlement increased as Americans traveled across the country via the Oregon Trail. The U.S. Congress organized the Oregon Territory as an incorporated territory of the United States in August 1848 and passed the Donation Land Claim Act of 1850, leading to new waves of migrants, including Philander and Anna Lee, whose family was prominent in early Canby. The arrival of the Knight family in 1868 began the town's shift towards becoming a commercial center.



The Oregon and California Railroad was extended to Canby in 1870 and passenger rail service followed in 1871. In 1870, the town was platted with streets and blocks. The community's first commercial, public, and religious buildings were built during this period to serve the growing community. On February 15, 1893, Canby was officially incorporated with a population of 200. In 1908, the Clackamas County fair moved to its present location in the center of town. Ferry service across the Willamette River began in 1914 and completion of Highway 99E in 1920 dramatically increased access to Canby from the surrounding region.

As in much of the country, the local population and economy continued to grow in the years after World War II. This included a vibrant agricultural community and an influx of farmworkers and laborers. Swan Island Dahlias, a prominent flower grower, relocated from Swan Island in Portland to just outside Canby in the 1940s and became the largest dahlia grower in the U.S. In the 1960s and 1970s, new subdivisions north and south of the city's historic core dramatically expanded the geographic size of the community. The Southern Pacific Railroad closed its passenger depot in 1976, ending over 100 years of service to Canby.





In the 21st century, Canby has grown into a city of almost 19,000 residents and has a diverse local economy. Industries in Canby and its surrounding area include nurseries and small to mid-sized manufacturing for precision metals, high tech, and testing equipment. With the growth of Portland Metro area to the north, the community has attracted commuters and retirees, creating close connections between Canby and surrounding cities.

CANBY TODAY

EXISTING LAND USE AND DEVELOPMENT TRENDS

Development Regulations

The regulatory framework for land use in Canby is established by Oregon's Statewide Planning Goals and various state and local requirements. These state laws influence where and how new development can occur within the city limits and the Urban Growth Boundary (UGB). At the local level, the City's Comprehensive Plan designations, zoning districts, and development standards are codified in Title 16 of the Canby Municipal Code.

Local standards also govern residential, commercial, and industrial development; parking; historic and natural resources; signage and lighting; land divisions; annexations; and the land use permitting process. Together, the zoning map and development ordinance serve as the City's primary implementation tools for the Comprehensive Plan.

An Urban Renewal Agency also operates within the City. The Urban Renewal Agency's purpose is to undertake economic development activities in a defined geographic area called the Urban Renewal

Area. The Urban Renewal Agency undertakes economic development activities in accordance with its approved Urban Renewal Plan, which is consistent with the Comprehensive Plan.

Population and Development Trends

Canby has experienced steady population growth over the past two decades, though at varying rates. Between 2000 and 2010, the city's population grew at twice the county average, reflecting Canby's appeal as a family-oriented community with a small-town character. Growth slowed between 2010 and 2021 as buildable land within the UGB became more constrained. Even so, Canby reached a record population of 18,979 in 2022.

Recent development has primarily occurred on the city's north and east edges, where greenfield sites remain available. Downtown has seen incremental infill and redevelopment, supported by urban renewal investments.

Constraints

Several constraints limit Canby's ability to accommodate future growth within its current boundary and systems:

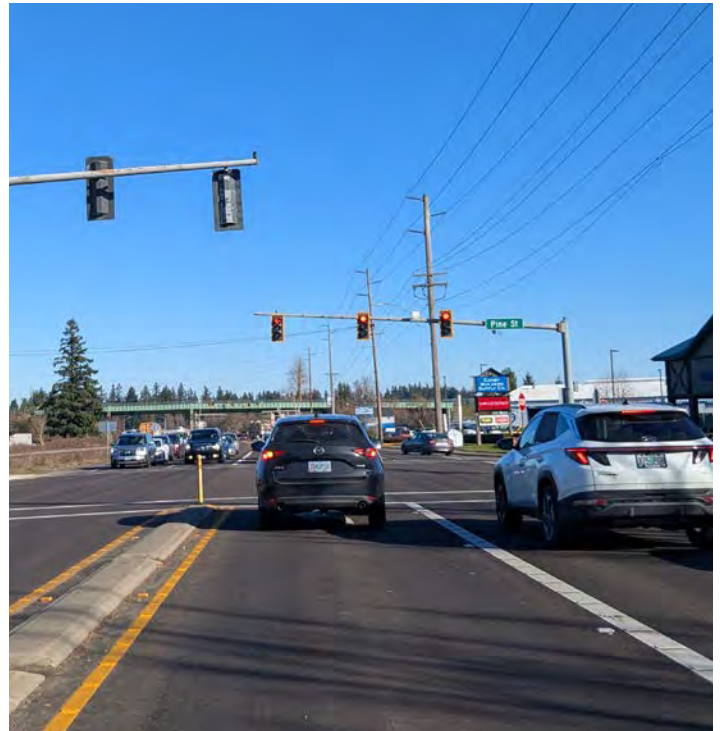
Limited Land Supply: The Housing Needs Analysis identifies a shortfall of 73 acres of residential land, while the Economic Opportunities Analysis shows deficits of 265–672 acres of employment land depending on growth scenarios.

Housing Affordability: Median home prices were \$528,500 in 2024, and more than half of renter households are cost-burdened. The city faces deficits of both market-rate and subsidized rental housing.

Infrastructure Capacity: Water supply limitations during low-flow seasons, wastewater treatment capacity thresholds, and growing electricity peaks present infrastructure challenges.

Environmental Risks: Floodplains along the Molalla and Willamette Rivers, steep slopes, wetlands, and seismic vulnerability constrain where development can occur safely.

Transportation Bottlenecks: At-grade rail crossings fragment the city, delay freight and emergency response, and limit efficient circulation. State projects on OR 99E and potential I-205 tolling could also increase traffic on local routes.



EMERGING PATTERNS AND PRESSURES

Looking ahead, Canby faces several development pressures and evolving trends that will shape the city's future:

Industrial and Manufacturing Growth: Nearly half of Canby's jobs are in industrial sectors, with continued growth projected in advanced manufacturing, construction trades, and health services. Pioneer Industrial Park remains a hub for large-lot industrial development.

Population and Housing Demand: With a population of nearly 19,000 in 2022, Canby is growing faster than the state average. Forecasts indicate the need for over 2,200 additional housing units in the next 20 years, creating strong pressure on limited land supply.

Mobility Needs: Rising vehicle miles traveled, limited transit connections, and lack of robust active transportation options underscore the need for investments in multi-modal mobility.

Sustainability Pressures: Summer electricity peaks, water supply vulnerabilities, and stormwater management challenges highlight the importance of energy conservation, green infrastructure, and compact growth.

Balancing Growth with Agriculture: Canby's UGB is surrounded by productive, high-value farmland. Future expansion decisions must carefully balance the need for residential and industrial land with preservation of agricultural uses and open space.



Comprehensive Plan Update Process

From the outset, the City of Canby designed a robust engagement program to reach a wide cross-section of Canby residents, businesses, and community partners. Engagement opportunities were offered in both formal and informal settings, recognizing that people participate in different ways.



Engagement methods included:

- **Community Conversations** with local service providers, faith communities, and civic organizations
- **Community Summits** that convened large groups of residents to refine the community vision, explore growth concepts, and map land use preferences
- **Tabling at community events** such as Music in the Park and the Canby Farmers Market to meet people where they gather
- **Online questionnaires and interactive mapping tools** that enabled broad participation and feedback from those unable to attend in person

This multifaceted approach ensured that planning conversations were accessible, equitable, and reflective of the community as a whole.

COMMUNITY MEMBERS REACHED:

560+

- 6 Community Summits
- 5 Online Surveys
- 11 Community Conversations
- 5 Tabling Events



COMMUNITY ENGAGEMENT ROUND 1

The first round of engagement, held in spring and summer 2023, introduced the planning process and invited residents to share their hopes for Canby's future. Participants responded to two central questions: *What do you love about Canby today?* and *What would you like to see change in the future?* Nearly 200 participants contributed more than 1000 unique comments through a series of community conversations and an online survey. From this input, a draft community vision was created to reflect the values and priorities expressed by residents. The following themes emerged from the engagement mentioned above. These themes included:

Preserving Small-Town Character and Farmland: Protecting farmland, natural areas, and Canby's small-town feel while managing growth at a thoughtful pace.

Housing for All: Expanding housing options to meet the needs of a growing and diverse population, while ensuring affordability and compatibility with existing neighborhoods.

Supporting a Diverse Economy: Attracting businesses that provide family-wage jobs, revitalizing downtown, and maintaining support for small, locally owned businesses.

A Supportive and Welcoming Community: Investing in community spaces, events, and services such as the Library, Canby Adult Center, and recreational programming to build social connections and foster inclusion.

Resilient Infrastructure and Transportation: Updating utilities, improving roadways, and expanding sidewalks, bike lanes, and transit options to keep pace with growth.

Parks, Trails, and Natural Connections: Expanding and connecting green spaces, trails, and recreation opportunities to promote health, livability, and environmental stewardship.





COMMUNITY ENGAGEMENT ROUND 2

The second round of engagement, conducted in fall 2023 and winter 2024, focused on translating community values into physical planning concepts. Residents participated in Community Summits #2 and #3, where more than 200 participants worked in groups to create maps illustrating potential growth scenarios.

Through this process, residents explored how Canby might grow, where new development should occur, and which areas should be preserved. Several “big ideas” and land use concepts emerged, reflecting both opportunities and constraints.

**COMPOSITE MAP FROM
IN-PERSON WORKSHOPS**

At the workshops, small groups created maps proposing where different types of development should occur in the future. This map reflects a compilation of where participants placed desired land use types at Community Summits 2 and 3.



Mapping themes included:

Preserve Prime Farmland: Protecting areas with the most productive soils, especially in the northwest portion of the city.

Create an “Emerald Necklace” of Parks and Trails: Expanding the Logging Road Trail, connecting to Molalla River State Park, and completing a ring of green corridors around Canby.

Focus Housing by Type and Location: Locating low-density housing in the north, medium- and high-density housing near corridors such as Highway 99E and downtown, and ensuring a mix of options citywide.

Support Community Hubs: Clustering commercial, office, services, and housing together in key nodes to provide accessible daily needs and foster neighborhood identity.

Strengthen Downtown and the Riverfront: Encouraging mixed-use development, active storefronts, and greater walkability in the downtown core and along the Molalla River.

Plan for Transportation Alternatives: Exploring a potential bypass around Canby, improving Highway 99E, and creating safe and connected pedestrian and bicycle networks.

Plan for Community Facilities: Considering a new community or sports center, expanding recreational facilities, and improving infrastructure to support growth.

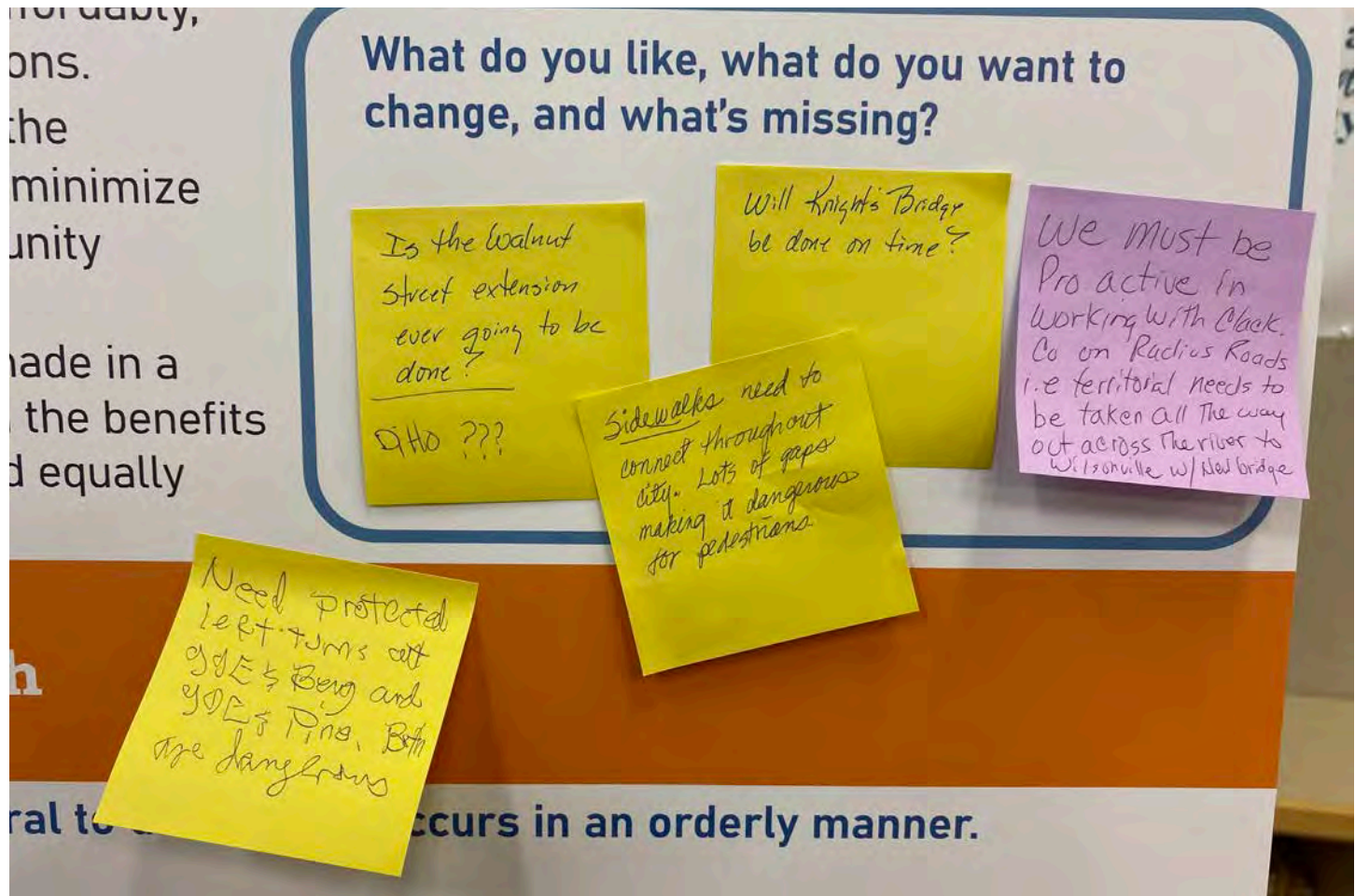
COMMUNITY ENGAGEMENT ROUND 3

The final round of engagement occurred in summer and fall 2024 and summer 2025. Community Summit #4 was held to provide an update on the Canby Urban Growth Boundary (UGB) Expansion process and to gain feedback from community members on the opportunities and constraints of Canby's transportation system through a mapping activity. Approximately 65 community members attended Summit #4 and 18 people completed an online survey.

Community Summit #5 presented and gathered feedback on draft elements of the Comprehensive Plan and Transportation System Plan (TSP). Approximately 32 community members participated in the Summit and 22 people completed the online survey.

ADVISORY COMMITTEES

The community engagement process also included 6 meetings of the Project Advisory Committee (PAC) and 3 meetings of the Technical Advisory Committee (TAC). The PAC comprises a broad representation of Canby stakeholders and community members who advise on the plan update process. The TAC provides technical feedback on the plan throughout the process and includes representatives from city department staff, county and state agency representatives and members from other transportation organizations.





CULTIVATING CANBY

Vision Statement

A final community vision was formulated from the community engagement processes described above. The vision guides Canby's goals and policies.

By 2045, the City of Canby includes...



Housing for All

Canby's safe and livable neighborhoods have a range of housing options that support all ages and income levels, with access to services and amenities. Residents across multiple generations can move in, move up, and age in place, ensuring families live and thrive in Canby.



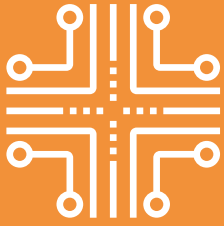
Supportive and Welcoming Community

Canby is a place where all people belong and diversity is embraced. Excellent schools, community organizations, and local events strengthen Canby's social fabric. The Canby Community Center and other entertainment and recreational spaces are 'hubs' within the city for youth, families, and seniors to gather and interact.



Diverse and Prosperous Economy

Canby's economy is driven by a variety of businesses that offer stable employment opportunities and higher-wage jobs that allow people to live and work in Canby. Surrounding industrial and agricultural industries put Canby on the map and continue to cultivate economic opportunity. A vibrant downtown and diverse local businesses provide great destinations and experiences. Residents and visitors enjoy the town's dining, shopping, and historic and cultural attractions.



Resilient Public Infrastructure


Canby's reliable public infrastructure meets the needs of our growing community. The transportation network prioritizes safety, connectivity, and accessibility, while reducing reliance on Highway 99E for local trips. Residents enjoy a network of complete streets that safely connect neighborhoods to parks, schools, downtown, the Molalla River, and other amenities. Utilities such as water, sewer, stormwater, and power support established neighborhoods and are strategically planned in developing areas of the city.



Network of Connected Greenspaces

Canby's agricultural heritage and natural landscape can be seen and felt throughout the city. Residents benefit from an interconnected system of parks and trails that promote health, recreation, and accessibility for all ages. Beautiful Wait Park at the heart of Canby is equipped with facilities that support local gatherings. Safe trails and paths, such as the Logging Road Trail, provide access to Canby's natural areas and the riverfront. A dense tree canopy is present throughout Canby, where residents and workers can seek shade while enjoying their natural surroundings.





CANBY COMPREHENSIVE PLAN

Goals & Policies



GOAL 1: CITIZEN INVOLVEMENT

Background

Oregon Statewide Planning Goal 1 establishes requirements for the City's community involvement program. Per Goal 1, the City of Canby (City) is responsible for providing *"the opportunity for citizens to be involved in all phases of the planning process."* The City must develop a community involvement program that addresses:

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



Canby offers a variety of community engagement activities, primarily through volunteer opportunities, Civic Engagement Academy participation, public comment at civic meetings, and positions on Boards and Commissions. Existing Boards and Commissions include the following:

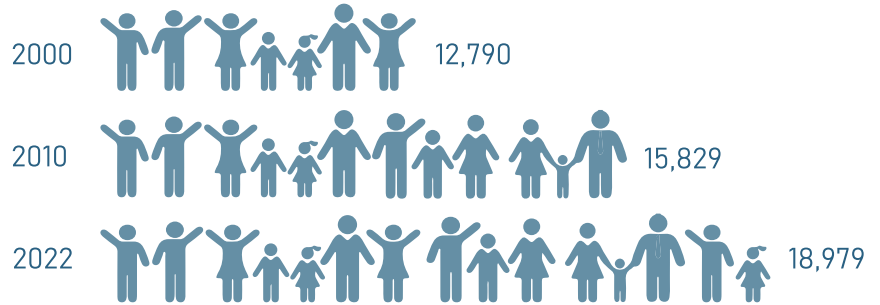
- City Council
- Bike and Pedestrian Committee
- City Budget Committee
- Canby Utility Board
- Heritage and Landmarks Commission
- Library Advisory Board
- Parks and Recreation Advisory Board
- Planning Commission
- Traffic Safety Commission
- Transit Advisory Committee
- Urban Renewal Agency Board
- Urban Renewal District Budget Committee

The 2024 Canby Housing Needs Analysis states that community outreach efforts should be designed to reach all residents including historically underserved populations who are not typically well represented during public meetings. Underserved populations include renters, low-income households, Hispanic/Latino residents, other racial and ethnic minorities and immigrant or refugee communities, veterans, people with disabilities, seniors, agricultural workers, and formerly and currently houseless people.

Community Demographics

In alignment with Oregon Statewide Planning Goal 1, community involvement efforts should be designed to reach a cross-section of the community that reflects Canby's demographics. In order to ensure full and fair participation by all potentially affected community members in the decision-making process, engagement activities and tools will focus on meeting all Canby community members. Below are identified populations which engagement activities will be tailored to as a way to enhance engagement.

The following demographic profile reflects the U.S. Census American Community Survey 5-Year Data 2017-2021 Data Profile. Approximately 17,695 people lived in Canby in 2019. According to Portland State University's Population Research Center, Canby attained a record-high population of 18,979 people in 2022.



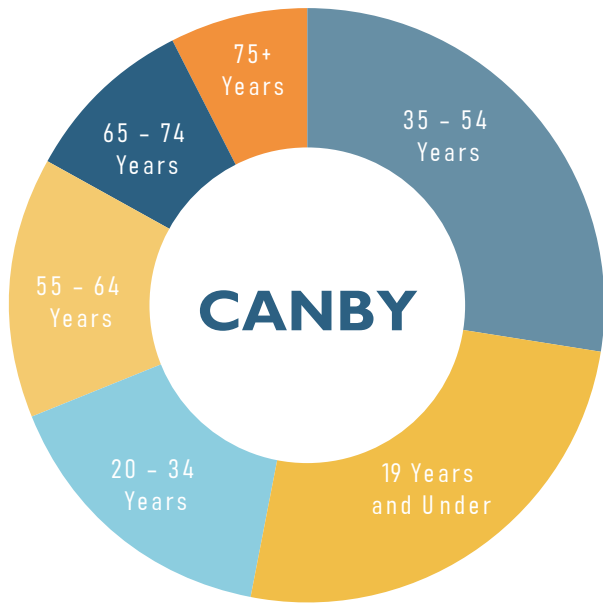
RACE AND ETHNICITY

According to 2017-2021 American Community Survey data, approximately 84% of Canby residents identify as White. The remainder of residents identify as Asian (1.4%) American Indian/Alaska Native (0.3%), and African American (0.5%). 7.5% identify with two or more races. Approximately 18% of Canby residents identify as Hispanic or Latino, significantly higher than the State of Oregon (13.6%).

RACE/ETHNICITY	CITY OF CANBY	OREGON
White	84.3%	80.7%
African American	0.5%	1.9%
Asian	1.4%	4.4%
Native Hawaiian and other Pacific Islander	0.0%	0.4%
American Indian or Alaskan Native	0.3%	1.1%
Two or more races	7.5%	7.7%
Hispanic or Latino (any race)	17.8%	13.6%

LANGUAGES SPOKEN AT HOME

Census data indicates that Canby aligns with Oregon's percentage of English speakers at 85%. The most spoken language other than English is Spanish (13.5%).

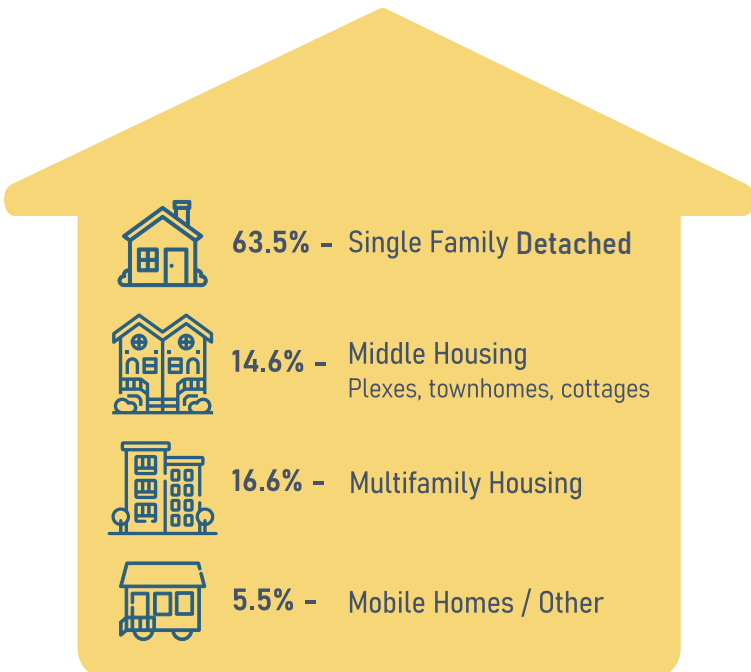


AGE

The City of Canby has a larger share of residents 19 years of age and under (25.7%) than the State of Oregon (23.1%) as well as a larger share of residents who are 55 to 64 years old (14.3%) than Oregon's share (12.9%). There is also a smaller share of residents who are between the ages of 20-34 (15.85%) than the State (20.3%). Canby's other age demographics are roughly in line with the State.

INCOME

From 2017-2021, the median household income in Canby was \$83,948, which is higher than the state median (\$70,084). About 29% of Canby households earn less than \$50,000 annually.



PEOPLE WITH DISABILITIES

Census data indicates that 13.8% of Canby residents live with a disability. This is lower than the Oregon state average of 14.4%.

HOUSING

Census data indicates that more than 63% of Canby residents live in a single-family home (detached single unit), which is very similar to the State of Oregon (63.3%). Around 15% of Canby residents live in middle housing (1 to 4 attached units) and another 17% occupy multifamily homes (5 or more attached units). Nearly 5% of residents live in a mobile home. Approximately 67% of Canby residents are homeowners and about 33% are renters.

UNDERSERVED POPULATIONS

Census demographic information indicates that Canby has a higher percentage (17.8%) of those who identify as Hispanic or Latino than Oregon (13.6%). There is also a larger proportion of those who speak Spanish (13.5%). This indicates that engagement materials should be translated into Spanish and engagement activity organizers should consider how choices about engagement activity locations can affect who is comfortable attending.

The City of Canby is also shown to have higher proportions of youth (19 and under) and seniors (65-75+). In order to reach these groups engagement activities should be centered around youth-oriented events and activities as well as held near senior living locations.

While the City of Canby does have a lower proportion (13.8%) of those with disabilities than Oregon (14.4%), engagement activities should be made accessible and easy to participate in. Accessibility in engagement should consider vision and hearing impairment accommodations, physical accessibility to engagement spaces, and transportation access to these locations.

Although Canby's median household income was higher than Oregon, approximately 29% of Canby households still earn less than \$50,000 a year. Access to technology to participate in engagement activities, as well as access to transportation and childcare during engagement activities should be considered when taking an equitable approach.



GOALS, POLICIES, AND STRATEGIES

GOAL 1

To provide the opportunity for community involvement in the City's planning processes.

POLICY NO. 1

Formally recognize the role of the Planning Commission as the City's Committee for Community Involvement (CCI) in meeting the six required community involvement components of Statewide Planning Goal #1, and to re-emphasize the City's commitment to ongoing community involvement.

- » *Strategy 1.1* Appoint members of the Planning Commission through an open, well-publicized public process. As required by State law, Planning Commission members will represent a diverse and balanced set of interests and ideas that reflect community priorities.
 - » *Strategy 1.2* Planning Commission meetings will encourage public in person and virtual participation, ensure accessibility, and with advance request, effort will be made to provide translation services to non-English speakers, sight and hearing challenged, the elderly, and other community members.
 - » *Strategy 1.3* Planning Commission meetings will continue to allow a public comment period to hear comments on any matters affecting the Comprehensive Plan or the City's planning program.
 - » *Strategy 1.4* Work with state regulators to formally recognize the Planning Commission as the City's Committee for Community Involvement. The Planning Commission will meet at least once annually as the CCI and share findings with the City Council.
-

POLICY NO. 2

Review and update the contents of the Comprehensive Plan every five years.

- » *Strategy 2.1* City Staff and Planning Commission will conduct a public review of the Comprehensive Plan a minimum of every seven years, to ensure it remains relevant and effective.
-

POLICY NO. 3

Encourage and support community engagement for all members of the Canby community, including those from historically marginalized communities and community members with barriers to participation (language, disability, income, age, technology).

» *Strategy 3.1* Develop materials in Spanish and other languages for public meetings, the City website, and other sources of public information.

» *Strategy 3.2* Develop and implement practices that promote inclusive and welcoming outreach, such as making efforts to go where the people are, supporting the attendance needs of families with young children, offering live interpretation at meetings, and being aware of the effect of meeting times and virtual options on public attendance.

» *Strategy 3.3* Partner with and leverage Canby's community organizations, faith-based organizations, and networks to help with outreach to all corners of the community.

» *Strategy 3.4* Work with homeowners associations and explore reinstating neighborhood associations to facilitate community engagement.

» *Strategy 3.5* Provide information about current and upcoming City initiatives at community events.



GOAL 2:
LAND USE PLANNING

Background

Under Goal 2 of Oregon’s Statewide Planning Program, Canby is required to have a Comprehensive Plan and implement land use regulations. A central component of the Land Use Element of the Comprehensive Plan is the land use map that shows the type, location, and arrangement of land uses and makes adequate provisions for economic development, housing, transportation, public facilities and services, and urbanization. The Land Use Element is the foundational element of the Comprehensive Plan that brings the policies of the other elements together. The Land Use Element is intended to meet the statutes of Statewide Planning Goal 2 by guiding the course of development. It is not intended to be specific to the degree that zoning is, but to adequately portray the City’s adopted goals for land use for many years to come. The City of Canby strives to promote vitality through good design, efficient use of land, and strategies and actions that ensure new development contributes to the city’s overall character and quality of life.

All land use types are regulated through the Zoning Map, and are based on underlying comprehensive plan designations, generally categorized as residential, commercial, industrial, institutional, or open space types. These include the following specific designations:

Low Density Residential: 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, developments having received a density bonus for special design features, mobile home subdivisions or parks, schools and other public uses. City R-1 zoning conforms with this category.

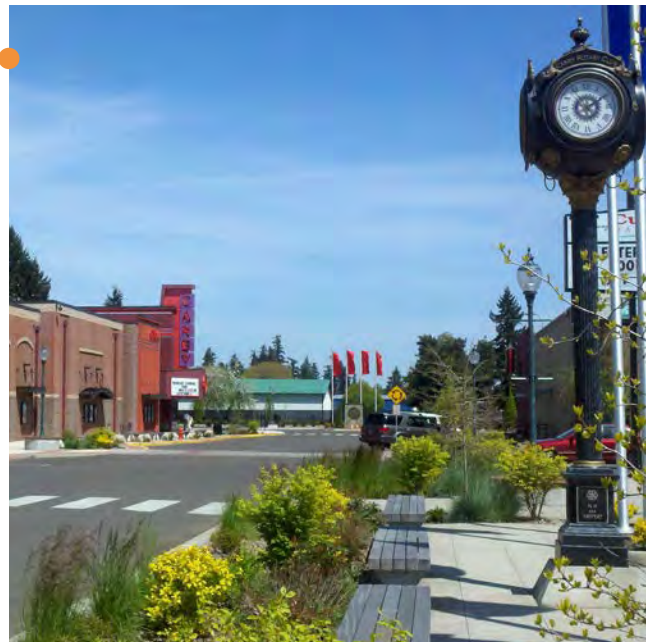


Medium Density Residential: Distinguished by two-family, three-family or single-family dwelling units and accessory uses, mobile home subdivision or parks and other uses permitted in areas designated for Low Density Residential use. City R-1.5 zoning conforms with this category.



High Density Residential: Intended to provide for the widest variety of housing opportunities. City R-2 zoning conforms with this category.

Downtown Commercial: Distinguished by business catering to foot traffic in city's established core area, encourages mixed use development and allows a wide range of commercial, community and civic uses, but also includes incidental attached residential units and pre-existing uses of various sorts. City C-1 zoning conforms with this category.



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-1.5 an allowable, less intensive interim zoning.



- **Highway Commercial:** Distinguished by allowing a wide range of commercial uses and catering to motor vehicle traffic. City C-2 zoning conforms with this category.

Commercial/Manufacturing: Distinguished by allowing a mixture of heavy commercial and light manufacturing operations. City C-M zoning conforms with this category, C-2 uses permitted outright are also allowed excluding dwelling units.



- **Light Industrial:** Generally distinguished by light manufacturing, storage, 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 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. The underlying city base zoning will apply to this comprehensive plan designation. 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. As part of the future anticipated city code update, a public facilities zone is anticipated to implement this comprehensive plan designation.



- **Private Recreation:** Distinguished as the golf course or related country club facilities. Incidental compatibly designed residential uses should be permitted in the future. City R-1 and 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. Hazard Overlay Zone regulations within the Canby Municipal Code will apply in these areas.

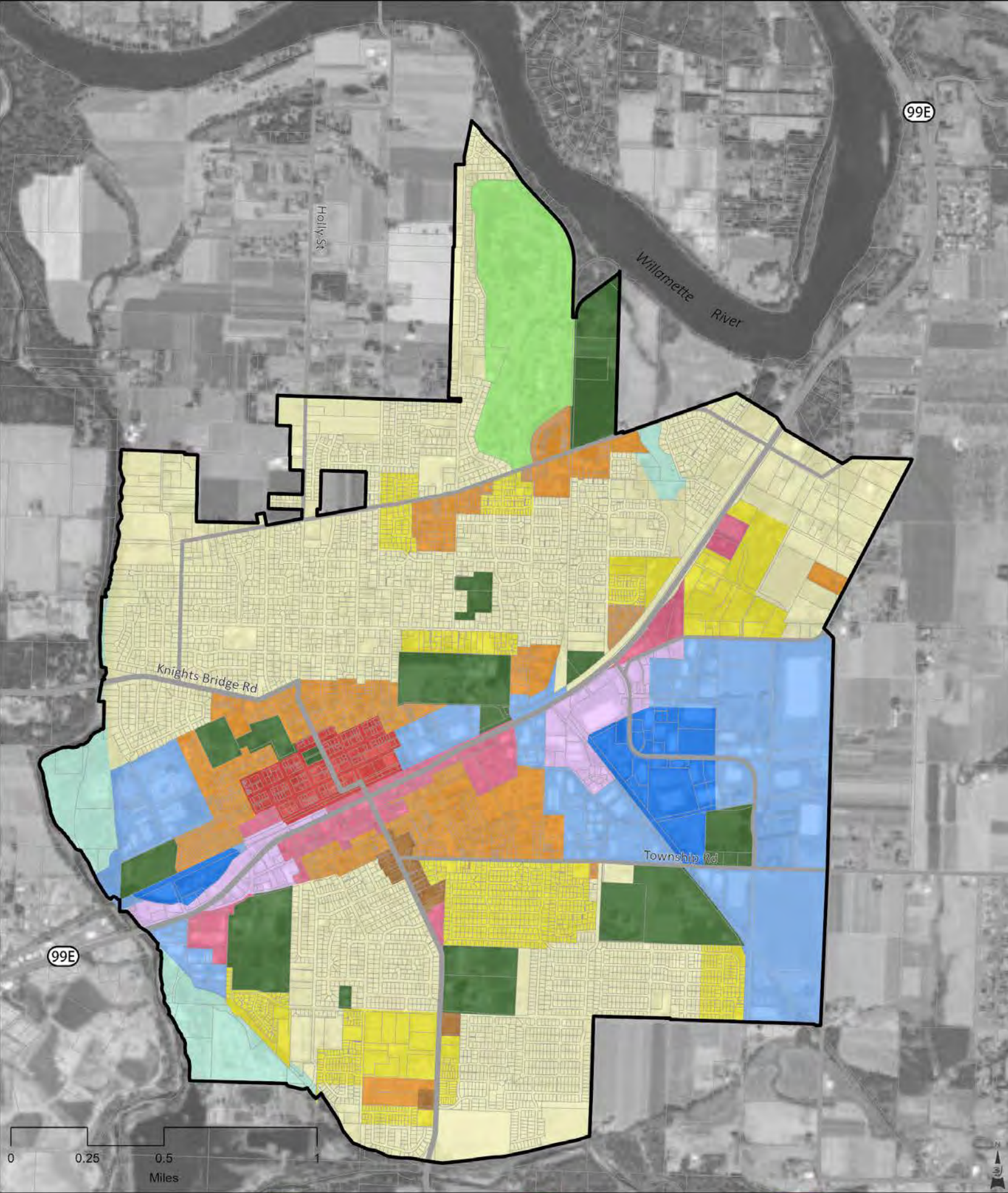
Industrial – Overlay: Distinguished by design guidelines and standards to be applied to the area contained in Canby's Industrial Area Master Plan and addressed in the Canby development code for the Pioneer Industrial Park. This area is generally bound by Highway 99-E and 1st Avenue to the north, Mulino Road to the east, SE 13th Avenue to the south, and Molalla Western Railroad to the west. Land uses are allowed in this area as per the underlying zone designations unless otherwise conditioned or prohibited by the master plan.

Downtown Canby – Overlay: Distinguished by design guidelines for the downtown area and reflected in the C-1 zoning standards. The area promotes mixed use development with strong emphasis on downtown design standard.



Credit: CTV Channel 5





Tax Lots
 UGB

Comprehensive Plan

- | | | |
|--|---|---|
| <ul style="list-style-type: none"> LDR - Low Density Residential MDR - Medium Density Residential HDR - High Density Residential RC - Residential - Commercial | <ul style="list-style-type: none"> DC - Downtown Commercial HC - Highway Commercial CM - Commercial Manufacturing LI - Light Industrial | <ul style="list-style-type: none"> HI - Heavy Industrial P - Public Owned PR - Private - Recreational FL - Flood Prone/Steep Slopes |
|--|---|---|

GOALS, POLICIES, AND STRATEGIES

GOAL 1

To guide land use processes and decisions to encourage orderly and efficient development.

POLICY NO. 1

Organize land uses to promote compatible uses and provide buffers between incompatible uses.

- » *Strategy 1.1* Use portions of the zoning and subdivision regulations that encourage developers to utilize planned unit development procedures. Allow for creative design in terms of multiple use concepts and clustering of developments.

 - » *Strategy 1.2* Consider using tools such as “conditions of approval” in discretionary applications as a means of preventing, minimizing or mitigating conflicts between land uses, such as noise and light pollution, and traffic impediment and impacts.

 - » *Strategy 1.3* Allow flexibility in the review of subdivision designs, without requiring a variance for such things as unusual lot shapes and setback variances.

 - » *Strategy 1.4* Employ the Site Plan Review process, in compliance with city regulations and other aspects of public health and safety.

 - » *Strategy 1.5* Encourage preservation of downtown urban form in the Downtown Canby Overlay, Transitional Commercial, and Commercial Core subareas. Recognize role and importance of historic preservation in maintaining the downtown core.
-

POLICY NO. 2

Encourage a general increase in the intensity and density of permitted development as a means of minimizing urban sprawl.

- » *Strategy 2.1* Implement policies of the Housing Element to increase the range of housing opportunities and diversify housing types.

 - » *Strategy 2.2* Consider measures to increase the efficiency of land use within the current UGB prior to pursuing UGB expansion.
-

» *Strategy 2.3*

Use incentives to encourage development to improve designs and utilize Planned Unit Development procedures.

» *Strategy 2.4*

Encourage areas of higher density residential to be in close proximity to amenities, such as parks, public transit, schools, shopping, and services.

POLICY NO. 3

Require improvements concurrent with development as needed to ensure adequate public facilities and services.

» *Strategy 3.1*

Engage local school districts, public and franchise utilities, and other service-providing agencies when reviewing major development proposals and conducting neighborhood or area plans.

» *Strategy 3.2*

Ensure developments minimize adverse impacts on public facilities and services.

» *Strategy 3.3*

Ensure new development meets established performance standards as part of land use approvals.

POLICY NO. 4

Use Comprehensive Plan Map designations and updated Zoning Map designations to determine corresponding zoning and provide the basis for planning and public facility decisions.

» *Strategy 4.1*

Encourage other service-providing or public utility entities to utilize the Comprehensive Plan Map and text as the basis of long- range planning.

» *Strategy 4.2*

Rezone properties as necessary and appropriate to conform with the Comprehensive Plan Map, and in light of the potential development of new residential and employment zones that may occur from the anticipated Canby code update.

POLICY NO. 5

Recognize the unique character of certain areas of the city and utilize corridor planning, concept planning and master planning to promote land uses consistent with comprehensive plan designations.



GOAL 5:

NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

Background

Oregon Statewide Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces is a broad goal that covers resources ranging from wildlife habitat to historic places. To protect and plan for these resources, local governments inventory identified resources in the community. Goal 5 requires the City of Canby to inventory riparian corridors, wetlands, wildlife habitat, federal wild and scenic rivers, state scenic waterways, groundwater resources, approved Oregon recreation trails, natural areas, wilderness areas, mineral and aggregate resources, energy sources, and cultural areas. Goal 5 also states that the City should determine significant sites for those resources and develop programs to protect natural resources and conserve scenic and historic areas and open spaces. Some Goal 5 resources rely on state or federal inventories, such as wild and scenic rivers, state scenic water ways, ground water resources, Oregon recreation trails, Sage Grouse habitat, and wilderness areas.

SOILS

The individual properties of various soils are important considerations in evaluating development suitability. 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.

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.

In the Canby area, Class I and II soils are found almost exclusively. 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.

RIPARIAN CORRIDORS AND WETLANDS

The Canby Wetlands and Riparian Inventory was adopted in 2003 and subsequently approved through the Department of Land Conservation and Development Post Acknowledgement Plan Amendment Process; however the wetlands inventory was not approved by the Department of State Lands, and thus will be updated when Canby completes a local wetland inventory. Canby is seeking grant money due to the expense of completing the inventory. The inventory identifies riparian corridors and wetlands in the Canby urban growth boundary (UGB). Riparian corridors are found along the Molalla River and within Clackamas County's 100-foot riparian setbacks from the Molalla River. The Statewide Wetlands Inventory identifies freshwater emergent wetlands and freshwater forested wetlands north of the city limits along the Willamette River.



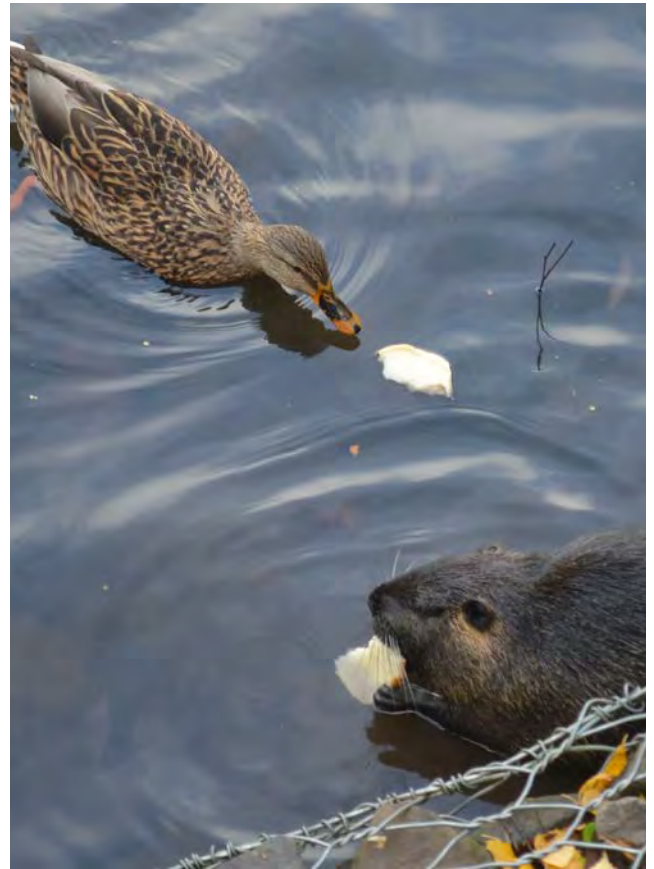
Chapters 16.130 and 16.140 of the Canby Municipal Code include specific definitions and provisions for the riparian corridors, definitions and provisions to protect identified wetland areas, and establish riparian overlay (RO) and wetland overlay (WO) regulations that provide additional measures for developing those resources. Until a local inventory is approved by the state, there are no locally significant wetlands and the overlay regulations rely on federal datasets based on ordinary high water.

Chapter 16 also includes a hazard overlay zone (H) that identifies areas with steep slopes or potential for flooding to ensure developments do not result in unacceptable levels of risk due to hazardous conditions.

WILDLIFE HABITAT

The Canby UGB and surrounding area include wildlife habitat identified by the Oregon Department of Fish and Wildlife (ODFW) for a number of species, including herons, hawks, owls, bats, songbirds, small mammals, and various reptiles and amphibians. Additionally, the Willamette and Molalla Rivers provide habitat for chinook salmon, Oregon chub, lamprey, and winter steelhead. Specifically, there are small Oak Habitats just west of Highway 99E and north of Territorial Road, and along the Molalla River. Wetlands are mainly found along the Molalla River, with one small wetland identified along Highway 99E north of SE 1st Avenue. Protection of riparian areas and wetlands is enforced through the City's riparian and wetland overlays. A Local Wetland Inventory will be necessary to document wildlife habitats within the Canby UGB.

The Clackamas County Comprehensive Plan includes a map of the Great Blue Heron Rookery located in Molalla State Park. Local policies recognize these high functioning habitats, and the impact development activities and long range planning intentions might have on them.



GROUNDWATER RESOURCES

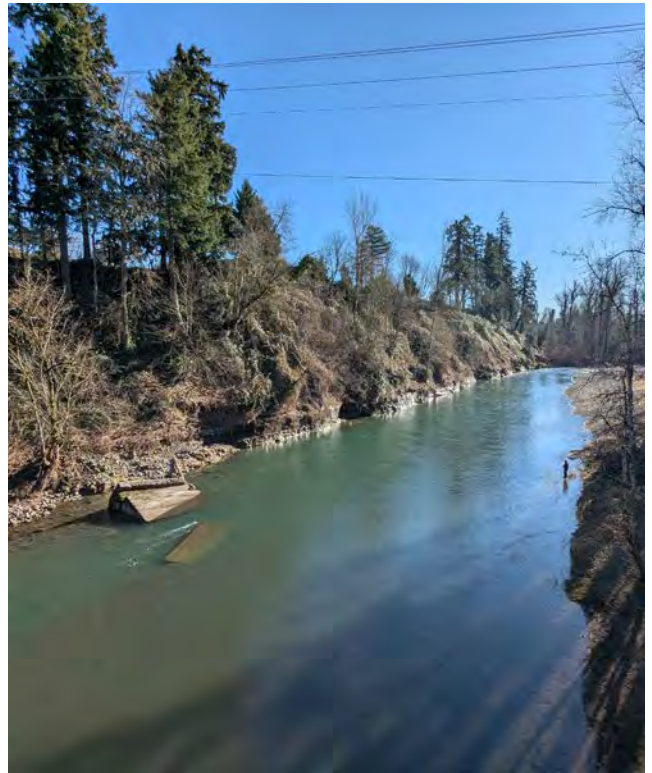
Canby is bordered on the north by the Willamette River and on the west and south by the Molalla River. In addition, the Pudding River joins the Molalla northwest of the city. These surface waters provide recreational opportunities as well as scenic and open spaces.

A hydrogeologic investigation (James M. Montgomery, Consulting Engineers, Inc., September, 1979) of the Canby area indicates there are two primary aquifers that 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.

The 1979 investigation showed that, 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 indicated that groundwater levels in this aquifer had remained fairly stable while the seasonal fluctuation is 15 feet or less. It was estimated that in the Troutdale formation, and under the 2.8 square miles of the City of Canby, the aquifer contained in the magnitude of 60,000 acre-feet of groundwater. Within the same area in the Lacustrine deposits, groundwater was in the magnitude of 17,000 acre-feet.

The overall quality of the groundwater in 1979 appeared good. The chemical character was an average of 200 mg/L total dissolved solids, and mineral quality was also good. However, samples from the city's springs gallery near the Molalla River showed positive results from bacteria tests and was therefore treated. Bacteria was not a problem, however, with the deep aquifer. This information is outdated and will need to be updated.

According to the 2023 Canby Utility Water System Master Plan, groundwater sources include Springs Gallery, Collection Boxes, and Well Number 10, although only one source is in use. The Springs Gallery has an intake capacity of 1,000 gallons per minute (gpm). It has low pH and moderate nitrate levels. It is used to supplement surface water sources. The Collection Boxes are not in use due to high nitrate levels. Well No. 10 is not in use due to water quality issues including high sulfur and hardness.



The Federal Safe Drinking Water Act (SDWA) requires states develop Wellhead Protection Programs (WHPPs) to “protect wellhead areas within their jurisdiction from contaminants which may have any adverse effect on the health of persons.” Oregon’s Source Water Assessment Program includes delineation, source inventory, susceptibility determinations and public information, and set-aside funds from the Drinking Water State Revolving Loan Fund to accomplish this task.

MINERAL AND AGGREGATE

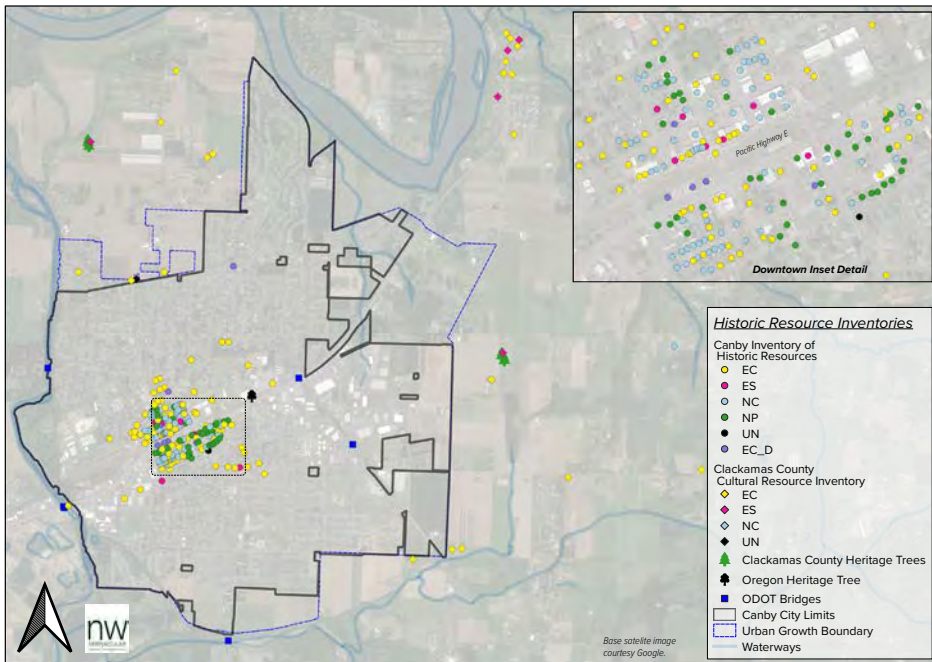
According to the Oregon Department of Geology and Mineral Industries (DOGAMI) mineral information layer for Oregon, the only significant mineral resources in Canby are sand and aggregate located along the Molalla River. These are located along the Pudding and Molalla Rivers. Along the Molalla River, these resources are found between Knights Bridge and Community Park.

HISTORICAL RESOURCES

OAR 660-023-0200(8)(a) requires local government to protect National Register Resources, regardless of whether the resources are designated in the local plan or land use regulations, by review of demolition or relocation that includes, at minimum, a public hearing process that results in approval, approval with conditions, or denial and considers the following factors: condition, historic integrity, age, historic significance, value to the community, economic consequences, design or construction rarity, and consistency with and consideration of other policy objectives in the acknowledged comprehensive plan. There are no Nationally Registered resources within the current Canby Urban Growth Boundary in areas that have not been annexed to Canby.

The Canby Historic Preservation Plan, adopted in 2020, provides an in-depth inventory of historic resources within and surrounding the Canby UGB. The plan includes goals and policies for historic preservation in Canby, as well as an implementation plan for actions to improve and support historic preservation in the city. The Canby Heritage and Landmarks Commission maintains the City's inventory of historic resources; makes decisions on applications for historic districts, historic landmarks, and alteration or demolition of historic landmarks; and engages and educates the community on historic preservation.

Canby's Historic Preservation Plan lists five designated historic resources within city limits: the William Knight House, Historic City Hall, Pioneer Chapel, Bair House, and Mack House (mapped on pg. 107 of the Historic Preservation Plan). The Canby Depot, located at 888 NE 4th Avenue, is also a locally designated historic resource.



Historic Resource Inventories, Canby Historic Preservation Plan

The Oregon State Historic Site Database lists 492 historic buildings, four historic objects (including historic trees and a monument), six historic structures, and six historic sites in the Canby area. The Oregon State Historic Preservation Office (SHPO) establishes protection and limitations to development of these historic resources. The 2020 Historic Preservation Plan includes a historic resource inventory and designated and protected resources within the city. Protections are enforced through the Canby Historic Preservation Plan Chapter 16.110.

Historic resources are protected under the Historic Protection Overlay Zone:

Chapter 16.38.010: The Historical Protection Overlay Zone is intended to be used in conjunction with any of the city's underlying base zones, covering primarily residential and commercial zones to assure that the future development of the site will provide ample protection for identified historically architecturally significant structures, features or sites. The Historical Protection Overlay Zone is intended to be applied only to those specific properties which, because of generally recognized significance to the community, warrant protection, preservation, or enhancement of their historical or architectural characteristics. Additional to the regulatory aspects of this zoning, it should be noted that city staff will provide information or tax benefits and landmark requirements to interested persons. (Ord. 740 section 10.3.36(A), 1984)

SCENIC RESOURCES

Canby has no designated scenic resources within the UGB. Canby offers scenic resources to the community, including views of Mount Hood and the Molalla and Willamette Rivers. The 2002 Canby Park Acquisition Plan includes maintaining land based on Goal 5 Open Space, Scenic and Historic Areas, and Natural Resources as a goal of park acquisition and lists scenic vistas as a criterion in the Parkland Acquisition Scoring Matrix for land acquisitions.

The Oregon State Parks Department has not designated any state scenic waterways in Canby. Similarly, no scenic waterways have been designated by the National Wild and Scenic Rivers System by Congress.

OPEN SPACES

Canby's Comprehensive Plan Map designates public park zones, which include open space areas. The Parks and Recreation Master Plan notes that the City manages seven parks with natural area components, including the Arneson Garden, Community River Park, Eco Park, Nineteenth Avenue Loop Natural Area, Redwood Landing, Willamette Wayside Natural Area, and Willow Creek Park. The Parks and Recreation Master Plan also includes objectives to increase connectivity, accessibility, and community use of open spaces and natural areas, but it does not include specific targets to protect those natural resources. The Willamette Valley Country Club is a significant area of privately owned open space along the Willamette River and adjacent to the Willamette Greenway.



GOALS, POLICIES, AND STRATEGIES

GOAL 1

To identify and protect natural and cultural resources, scenic and historic areas, and open spaces.

POLICY NO. 1

Preserve, and where possible, encourage restoration of historic sites, buildings, and cemeteries. Support and develop an inclusive understanding of Canby's many histories that shaped the community's unique heritage, including Tribal history. The Canby area was originally inhabited by the Kalapuyan people.

» *Strategy 1.1* 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 and expand the Historical Protection Overlay zone to properties which have a recognized historical significance.

» *Strategy 1.2* Encourage and support the preservation and restoration of locally designated and non-designated historic properties through leadership, public education and other resources. Discourage demolitions or partial demolitions of intact historic resources. The Heritage and Landmarks Commission, the decision-making body for resource designations and demolition review, should lead the City's efforts in this regard.

» *Strategy 1.3* Identify sites which should be recorded with the State of Oregon for record keeping or placed on record with the National Trust for Historic Preservation.

» *Strategy 1.4* Place special emphasis upon historically or architecturally significant structures under the Historical Protection Overlay zone 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.

» *Strategy 1.5* Foster public understanding of historic preservation's community benefit.

Use the Historic Preservation Plan as a guide for historic preservation actions including, but not limited to:

» *Strategy 1.6*

- Heritage Areas action plan, page 65
- Inventory action plan, page 67
- Archaeological preservation, page 74
- Implementation measures, Chapter 5

» *Strategy 1.7*

The Comprehensive Plan goals, policies and strategies will take precedent over the goals, policies and strategies of the 2020 Historic Preservation Plan.

POLICY NO. 2

Investigate the possibility of protecting the visual character of Canby while avoiding or minimizing impacts to private property rights.

» *Strategy 2.1*

Enforce the sign control regulations of the Land Development and Planning Ordinance.

» *Strategy 2.2*

Use the Design Review Process for major commercial, industrial, and multiple unit residential development.

» *Strategy 2.3*

Encourage the placement of structures in a way that is sensitive of established view corridors.

POLICY NO. 3

Promote open space, with emphasis on wetlands and riparian areas, where appropriate and compatible with other land uses.

» *Strategy 3.1*

Use the density bonus provisions of the Land Development and Planning Ordinance to encourage cluster development that maximize open space.

» *Strategy 3.2*

In the development review process, encourage designs that surround hazardous or noisy areas with open space areas that can serve as buffers.

» *Strategy 3.3*

Consider adopting scenic values as criteria for development reviews within “Riparian,” and “Wetland” areas as regulated by the Wetlands and Riparian Preservation provisions of Canby Municipal Code.

» *Strategy 3.4*

Provide an inventory of significant natural areas that are historically, ecologically or scientifically unique, outstanding or important, as identified through the local wetland inventory.

POLICY NO. 4

Protect fish and wildlife habitats and manage them in accordance with state wildlife management plans and the riparian preservation chapter of Canby Municipal Code regulations.

» *Strategy 4.1*

Enforce Canby Municipal Code for flood-prone and steep slope areas to limit the densities and intensities of development in such areas. Adopt floodplain regulations consistent with the 2016 Oregon FEMA Biological Opinion or current federal law. Include consideration of fish and wildlife values within regulated “Riparian” and “Wetland” areas as regulated by Canby Municipal Code.

» *Strategy 4.2*

Encourage cluster development as a means of assuring large open space areas that might include private or public parks.

» *Strategy 4.3*

Cooperate with the Oregon Department of Fish and Wildlife in the management of fish and wildlife along the Molalla River.

POLICY NO. 5

Minimize the adverse impacts of new developments on endangered species and wetlands, riparian areas, and fish and wildlife habitats.

» *Strategy 5.1*

Assist the Oregon Department of State Lands and Army Corps of Engineers in enforcement of state and federal regulations related to any development activity which may adversely impact wetlands.

» *Strategy 5.2*

Provide protection of wetland resources as part of land use and development processes through the implementation of the development standards of the “Riparian” and “Wetland” overlay regulations for wetland that will be included in the next Canby local wetland inventory.

» *Strategy 5.3*

Protect and maintain the supply and quality of groundwater essential to clean water and natural vegetation by requiring erosion control measures.

» *Strategy 5.4*

Adopt development regulations regarding delineation of wetlands boundaries in connection with development near wetlands, consistent with Oregon law.

» *Strategy 5.5*

Work with Clackamas County on implementing their Erosion/Sedimentation Control Plan requirements for any development activity.

» *Strategy 5.6*

The City will utilize the State Wetland Inventory as a resource in determining wetland land use notices.

POLICY NO. 6

Preserve Canby's dense tree canopy where feasible and permitted by state law.

» *Strategy 6.1*

Explore the development of a Canby tree ordinance to encourage preservation of tree canopy on private property and deter removal of healthy trees.

» *Strategy 6.2*

Create policies that support retention of historic trees and landscapes that have significance to the city.

POLICY NO. 7

Support the preservation and identification of archaeological resources in the city through education and increased awareness and provide protection through inadvertent discovery plans if cultural resources are found.

» *Strategy 7.1*

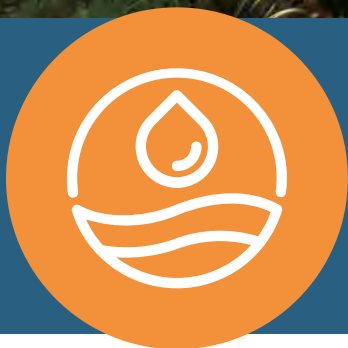
Preserve and protect identified archaeological resources. Document archaeological resources where new development does not allow for preservation in place.

» *Strategy 7.2*

As directed by Oregon State rules and statutes, work with tribal governments, the Legislative Commission on Indian Services, and the Oregon SHPO to identify areas of high likelihood for archaeological resources and traditional cultural properties and develop policies to avoid and protect these resources so that they are not damaged.

» *Strategy 7.3*

Seek opportunities to educate community members, developers, and City Staff on the history of tribal presence and archaeological preservation techniques and opportunities. A high priority is training Public Works staff on how to recognize deposits in the field.



GOAL 6:

AIR, WATER, AND LAND RESOURCES QUALITY

Background

Oregon Statewide Planning Goal 6 regulates the City's role in maintaining and improving the quality of air, water, and land resources to ensure that no waste and process discharges violate, or threaten to violate, state or federal environmental quality standards. The City should regulate solid waste, thermal, noise, atmospheric or water pollutants, contaminants, or other associated waste products. Goal 6 directs the City to include the following aspects in local plans:

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

AIR QUALITY

Canby is adjacent to the Portland Attainment and Air Quality Maintenance Area, which consistently meets clean air levels set by the U.S. Environmental Protection Agency (EPA). The Oregon Department of Environmental Quality (DEQ) maintains an air quality monitoring station at Carus-Spangler Road, approximately six miles east of Canby, to measure particulates and ozone.

STORMWATER QUALITY

The city does not currently have stormwater quality treatment requirements and is not a regulated small Municipal Storm Sewer System subject to the EPA Phase II Stormwater Rule. However, Canby's 2022 Stormwater Master Plan (SWMP) provides guidance for stormwater management systems to preserve stormwater runoff and water quality. The existing stormwater system consists of gravity storm drainage pipes, open drainage ways, trench drains, and underground injection control devices. Canby's Public Works Design Manual prohibits runoff from private properties to the public right-of-way. The SWMP indicates that areas designated for discharge into the public system include the downtown commercial zone with zero setback requirements and areas where it is not feasible to percolate stormwater due to high seasonal groundwater levels.



WATER QUALITY

Canby Utility provides and maintains water service in Canby. The 2024 Water Quality Report published by Canby Utility includes details on the current quality of the drinking water provided to residents, noting that tap water met or exceeded all EPA standards. All drinking water in Canby comes from the Molalla River, so the water quality of the Molalla River and watershed is imperative to the health of Canby residents. The Water Quality Report notes that two groundwater sources are no longer in use due to water quality concerns: the Springs Gallery and the John Beck site.

The 2023 Water System Master Plan reports the need for a new supply of water to meet the future growth for residents, businesses, local industry, and for use in fire protection. A new state-of-the-art treatment plant will produce safe water year-round. Canby Utility is planning for and designing the new water treatment plant and water intake on the Willamette River.

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

LAND RESOURCES QUALITY

As indicated on soils maps for Canby, two soil series account for most of land within the Canby UGB. Soils are primarily Class I and II, with some Class III and IV soils located in steeply sloping areas close to the surrounding rivers. According to the U.S. Land Use and Soil Classification, Class I and II soils have slight to moderate limitations that restrict use, while Class III and IV soils have severe to very severely limited uses. Maps of wetland and riparian areas in Canby identify areas where hydric soils are located, primarily along the Willamette and Molalla Rivers. Additionally, the map identifies where significant wetlands are located within the UGB. Canby Municipal Code Chapter 16 establishes a Wetland Overlay Zone (WO) and includes specific limitations on development in areas where significant wetlands are located.



NOISE

Noise has been identified as an increasingly significant problem in Canby due to compatibility problems between residential and industrial uses, particularly the industrial area at the southeast 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.

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 noise ordinance in Title 9.48 regulates noise from construction and is the basis for establishing noise regulations for land use development approvals. Title 9.48 should be revisited to evaluate if changes are needed to address increasing noise issues. It is critical that all development activities, whether through public or private 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.

GOALS, POLICIES, AND STRATEGIES

GOAL 1

To maintain and improve the quality of air, water, and land resources.

POLICY NO. 1

Maintain and protect surface and groundwater resources.

» *Strategy 1.1*

Within the city limits, failing septic systems will be required to connect to city sewer. Existing properly functioning septic systems will be permitted to remain in use but connection to city sewer will be encouraged. For city urban growth boundary areas and annexations, require new development to connect to city sewer associated with annexation. Require sewer connection agreements with annexations, with stipulated timelines for city sewer connection for existing development.

» *Strategy 1.2*

Work with Clackamas County sanitarians to assure that sanitation requirements are met within the city's UGB.

» *Strategy 1.3*

Encourage the use of pervious surfaces options in new development to prevent the negative ecological effects of urban stormwater runoff.

» *Strategy 1.4*

Respond to directives issued in a Total Maximum Daily Load (TMDL) Implementation Plan for any waterways within the city that are declared water quality limited by the Department of Environmental Quality.

POLICY NO. 2

Promote land-use patterns that encourage residential development close to local destinations (parks, schools, shopping, jobs) to reduce vehicle miles traveled and associated emissions.

POLICY NO. 3

Maintain noise pollution code provisions that meet city standards and consider additional noise generation requirements for industries to reduce noise impacts to nearby residential areas.

» *Strategy 3.1* Develop and enforce noise reducing elements, including hours of operations in commercial and industrial developments where noise is documented to be above city standards to buffer and/or absorb sound.

» *Strategy 3.2* Review and update code provisions as needed to enhance noise pollution protections.

POLICY NO. 4

Encourage lighting design and practices that reduce the negative impacts of light pollution, including sky glow, glare, energy waste, impacts to public health and safety, disruption of ecosystems and hazards to wildlife.

» *Strategy 4.1* Review and update code provisions as needed to reduce light pollution.

POLICY NO. 5

Explore measures to prevent nuisance odors from causing negative impacts to residents and businesses.

POLICY NO. 6

Educate residents about and encourage them to prevent nonpoint source pollution.



GOAL 7: **AREAS SUBJECT TO NATURAL HAZARDS**

Background

Canby's role in natural hazard planning is to adopt a comprehensive plan that includes inventories, policies, and implementation measures to reduce risk to people and property from natural hazards.

Requirements for areas subject to natural disasters and hazards are set by Oregon Statewide Planning Goal 7. The goal requires that local governments evaluate the risk based on a hazards inventory and an assessment of:

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

The City of Canby participated in preparing the 2024 Clackamas County Multi-Jurisdictional Natural Hazard Mitigation Plan (NHMP). The NHMP helps the County plan for actions that can lessen the impact of disasters on communities and reduce their post-disaster recovery timeframe. It identifies risks and community vulnerabilities associated with natural disasters and outlines long- and short-term strategies for protecting people and property. The NHMP includes an addendum specific to Canby that contains mitigation plan goals and strategies. The City of Canby Hazard Mitigation Advisory Committee (HMAC) reviewed and revised the City's addendum,

with focus on the NHMP's risk assessment and mitigation strategy (action items). The HMAC served as the local review body for the NHMP update. The City adopted the NHMP and Canby Addendum in 2024 which included several maps, including but not limited to Landslide Susceptibility Exposure, and Active Crustal Faults.

Natural hazard planning processes should allow for community member review and comment, and should be adopted or amended as necessary within the Comprehensive Plan.

DROUGHT

The HMAC determined that the city's probability for drought is moderate and that its vulnerability to drought is low. Due to the climate of Clackamas County, past and present weather conditions have shown an increasing potential for drought.



Credit: KTMR 16

EARTHQUAKE HAZARDS

CASCADIA SUBDUCTION ZONE

The Clackamas County NHMP ranks natural hazards based on historic data, level of vulnerability, maximum threat that the hazard could have, and probability of occurrence. The HMAC determined that the city's probability for a Cascadia Subduction Zone (CSZ) earthquake is moderate and that its vulnerability to a CSZ earthquake is high. Within the Northern Willamette Valley/Portland Metro Region, three potential faults and/or zones can generate high-magnitude earthquakes. These include the Cascadia Subduction Zone, Portland Hills Fault Zone, and Gales Creek-Newberg-Mt. Angel Structural Zone.

The city's proximity to the CSZ potential slope instability and the prevalence of certain soils subject to liquefaction and amplification combine to give the city a high-risk profile. Due to the expected pattern of damage resulting from a CSZ event, the Oregon Resilience Plan divides the state into four distinct zones and places the city predominately within the "Valley Zone" from the summit of the Coast Range to the summit of the Cascades. Within the Northwest Oregon region, damage and shaking is expected to be strong and widespread - an event will be disruptive to daily life and commerce, and the main priority is expected to be restoring services to businesses and residents.

CRUSTAL

The HMAC determined that the city's probability for a crustal earthquake is low and that its vulnerability to crustal earthquake is high. There are two potential crustal faults and/or zones near the city that can generate high-magnitude earthquakes: the Gales Creek-Mt. Angel Structural Zone and Portland Hills Fault Zone. Other faults include the Canby-Molalla fault (running through the city's east edge intersecting Highway 99E) and Oatfield fault (just to the east of the city on the eastern side of the Willamette River), and the Mt. Hood Fault in eastern Clackamas County.

FLOOD-PRONE AREAS

The HMAC determined that the city's probability for flooding is high and that its vulnerability to floods is moderate. The Federal Emergency Management Agency (FEMA) regulatory floodplains for the Molalla and Willamette Rivers are relatively narrow areas on each side of the channels. On the Willamette River, the floodway is generally confined within high stream banks. On the Molalla River, the floodways cover a somewhat larger area that is usually located on the outside bank from Canby.

The City is obligated to regulate development in these flood-prone areas under the National Flood Insurance Program (NFIP). The NFIP 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.

The second area, the "Special Flood Hazard Area" is the property outside the floodway where some development can be allowed, provided that it is elevated above flood levels and meets other federal standards and regulations. Canby SFHAs are identified on the City's Comprehensive Plan Map with the Flood Prone/Steep Slopes designation. SFHAs are regulated development areas and include the land in the floodplain within a community subject to a one percent or greater chance of flooding in any given year. These are shown on a Flood Insurance Rate Map (FIRM). This is also known as the 100-year floodplain.

TOPOGRAPHY, SLOPES AND LANDSLIDES

The City of Canby is located on relatively flat terrain and, with few exceptions, has only gentle changes in the topography of less than 30 feet within the city limits and urban growth boundary (UGB), between 140 to 170 feet above mean sea level. The southwest portion of the city drops abruptly at the Molalla River to an elevation of approximately 80 feet. At the northern UGB, the topography gradually slopes to the Willamette River, dropping from an elevation of approximately 130 feet to 100 feet at the city's wastewater treatment facility. To the east of Canby, the topography changes very little until beyond the urban growth boundary, where the ground has undulating gentle hills in the southeastern areas and steep rocky cliffs in the northeastern areas along the Willamette River.

The HMAC determined that the city's probability for landslides is high and that their vulnerability to landslides is moderate. Although catastrophic landslides have not occurred in Canby, steep slopes do exist along the banks of the Molalla River and extend south from 6th Street up to the northern city limits. Highway 99E, north of Canby, is especially vulnerable to landslides with multiple incidents of rockslides shutting down lanes in 2007, 2010, and 2015. Most of Canby demonstrates low to moderate landslide susceptibility exposure.

SEVERE WEATHER

Severe weather can account for a variety of intense, and potentially damaging hazard events. These events include extreme heat, windstorms, and winter storms.

The HMAC determined that the city's probability for extreme heat events is high and that its vulnerability is low. A severe heat episode or "heat wave" occurs about every two to three years, and typically lasts two to three days. A severe heat episode can be defined as consecutive days of upper 90s to around 100. Severe heat hazard in the Portland metro region can be described as the average number of days with temperatures greater than or equal to 90-degrees, or 100-degrees, Fahrenheit.

The HMAC determined that the city's probability for windstorm is moderate and that its vulnerability to windstorm is low. Windstorms typically occur during winter months and are sometimes accompanied by flooding and winter storms. Other severe weather events that may accompany windstorms are generally negligible for Canby.

The HMAC determined that the city's probability for winter storm is moderate and that its vulnerability to winter storm is moderate. Severe winter storms can consist of rain, freezing rain, ice, snow, cold temperatures, and wind.

VOLCANIC EVENT

The HMAC determined that the city's probability for a volcanic event is low and that its vulnerability to a volcanic event is low. A volcanic event that affects the western portion of the County is likely to affect Canby. Several volcanoes are located near Canby, the closest of which are Mount Hood, Mount Adams, Mount Saint Helens, Mount Rainier, and the Three Sisters. Due to Canby's relative distance from volcanoes, the city is unlikely to experience the immediate effects that eruptions have on surrounding areas (i.e., mud and debris flows, or lahars). Depending on wind patterns and which volcano erupts, however, the city may experience ashfall.

WILDFIRE

The HMAC determined that the city's probability for wildfire is low, and that its vulnerability to wildfire is moderate. The Clackamas County Community Wildfire Protection Plan (CWPP) serves as the wildfire resource for the NHMP. Residences and businesses that border occluded woodlands with slopes greater than 25% are at the greatest risk of loss or damage from wildfires. A great deal of infrastructure is exposed to wildfire hazard, including Canby's primary water source, water treatment facilities, and Public Works Building.

VULNERABLE POPULATIONS

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

GOALS, POLICIES, AND STRATEGIES

GOAL 1

To protect lives and property from natural hazards.

POLICY NO. 1

Restrict development in areas of identified natural hazards.

- » *Strategy 1.1* Regulate property divisions to prevent the creation of lots in areas which are inaccessible or unbuildable because of steep slopes, landslide areas and other mapped natural hazards.

 - » *Strategy 1.2* Encourage developers to use creative design methods to cluster development in areas outside of mapped natural hazard areas.

 - » *Strategy 1.3* Use Chapter 70 of the Uniform Building Code to assure adequate safety for developments on steep slopes and continue to use the Canby Public Works Design Standards that require geotechnical review by a Registered Engineer in the State of Oregon.

 - » *Strategy 1.4* Establish mitigation projects and policies that reduce losses and repetitive damages from recurring disasters while promoting insurance coverage for severe hazards.

 - » *Strategy 1.5* Improve hazard identification and risk assessment information to inform and provide recommendations for enhanced resilience in new development and promote preventative measures for existing development in areas vulnerable to natural hazards.

 - » *Strategy 1.6* Participate in and actively support the National Flood Insurance Program.

 - » *Strategy 1.7* Periodically update flood regulations to implement new federal requirements that regulate development within the 100-year floodplain.

 - » *Strategy 1.8* Develop regulations to encourage more than one ingress and egress for evacuation in and adjacent to natural hazard areas.
-

POLICY NO. 2

Incorporate natural hazard mitigation planning and activities into watershed planning, natural resource management, natural systems enhancement, and land use planning to protect life, property, and the ecological system.

POLICY NO. 3

Strengthen emergency operations by enhancing communication, collaboration, and coordination of natural hazard mitigation activities and policies across agencies at all levels and regions of government, sovereign tribal nations, and the private sector.

POLICY NO. 4

Prioritize restoration of critical services following a natural hazards event.

» *Strategy 4.1* Endeavor to locate key public facilities and facilities serving vulnerable populations outside hazard areas.

» *Strategy 4.2* Endeavor to establish backup capabilities during emergencies for key public services and facilities, such as water, sewer, police, fire, and hospital infrastructure.

POLICY NO. 5

Prioritize investment in retrofitting infrastructure to minimize service losses during extreme weather or natural hazard events.

» *Strategy 5.1* Consider requiring new development to locate service lines underground.

» *Strategy 5.2* Work with the Clackamas County Building Department to encourage updating building codes to require seismic retrofitting and other earthquake mitigation measures in compliance with the Oregon Structural Specialty Code.

POLICY NO. 6

Encourage partnerships to implement strategies in the Natural Hazards Mitigation Plan.

» *Strategy 6.1* Improve communication, coordination, and participation among and with public agencies, community members, community lifelines, and private sector organizations to prioritize and implement hazard mitigation activities and policies and build upon recent hazard response plans.

» *Strategy 6.2* Enhance efforts toward identifying and optimizing opportunities across state agencies, surrounding communities, and private entities for resource sharing, mutual aid, and funding sources/support.

POLICY NO. 7

Build community resilience and awareness and reduce the effects of natural hazards and climate change through community-wide engagement, collaboration, resource-sharing, learning, leadership-building, and identifying mitigation project-related funding opportunities.

» *Strategy 7.1* Mitigate the inequitable impacts of natural hazards by directing resources and efforts to build resilience and engagement in the most vulnerable communities least able to prepare, respond, and recover.

» *Strategy 7.2* Strengthen efforts aimed at increasing engagement, outreach, and collaboration with community and cultural organizations and agencies that are dedicated to providing services and support to vulnerable and underserved communities.

» *Strategy 7.3* Work with the Canby Fire District to provide wildfire education for wooded properties within the Canby UGB to reduce wildfire risks.



GOAL 8: RECREATIONAL NEEDS

Background

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

The City does not have a formal parks and recreation program or department and does not employ a professional parks and recreation administrator. The Comprehensive Parks and Recreation Master Plan (Parks Plan), adopted in 2022, provides a framework for future recreational planning efforts and includes an evaluation of system development charges (SDCs) for parks and recreation.

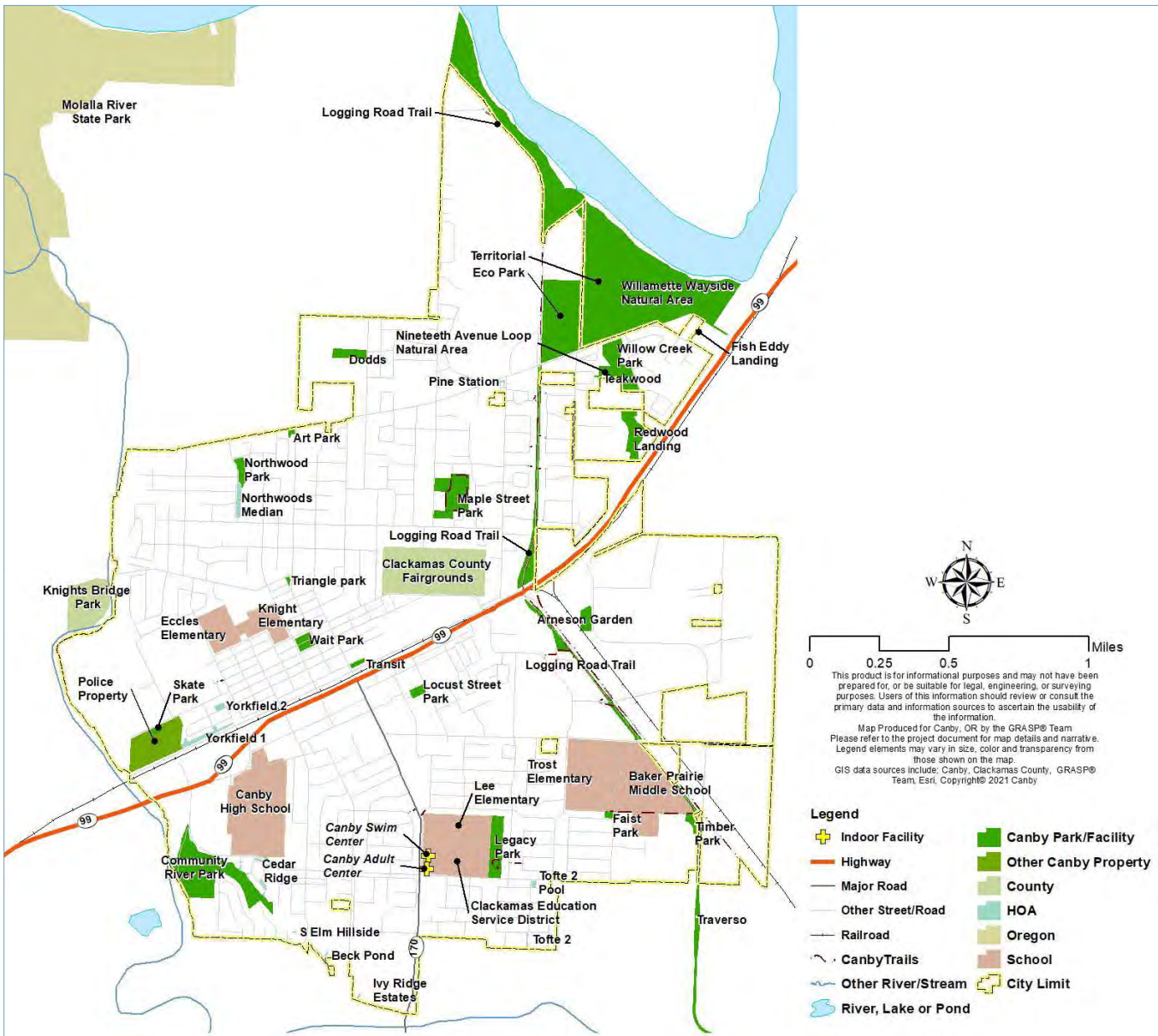


The plan includes an inventory of existing facilities, an evaluation of the current level of service (LOS) and operations, and an action plan to achieve the City's recreational goals and objectives.

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

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





Source Canby Parks Plan, Appendix G, pg. 230.

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

addressing low-scoring properties. Analysis shows that nearly 100 percent of residents have access to target service levels within 1 mile.

The City establishes its standards for LOS through its systems development charge program and/or its development code.

GOALS, POLICIES, AND STRATEGIES

GOAL 1

To create a financially resilient organizational structure to deliver parks and recreation programs and services that position the city for growth.

POLICY NO. 1.1

Evaluate options to create a Parks and Recreation Department with an efficient organizational structure.

» *Strategy 1.1.1* Consider creating staff positions to support parks and recreation as population grows.

POLICY NO. 1.2

Explore opportunities for sustainable funding for parks and recreation.

» *Strategy 1.2.1* Advise and support the Canby Area Parks and Recreation District (CAPRD), a special district run by the Clackamas County Board of Commissioners, to assist with funding parks and recreation services.

» *Strategy 1.2.2* Update the City's Parks and Recreation Land Dedication and system development charges methodology.

» *Strategy 1.2.3* Regularly update the City's Park and Recreation Master Plan, which identifies needed capital improvements and standards for the parks system.

» *Strategy 1.2.4* 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.

» *Strategy 1.2.5* Explore creation of a separate park and recreation funding source to help provide and pay for new park facilities and maintenance.

» *Strategy 1.2.6* Work with community partners, such as the Canby Parks and Recreation Advisory Board, CAPRD and the Canby School District to explore feasibility for a new recreation complex.

» *Strategy 1.2.7* Identify and pursue grants to help fund the development and maintenance of parks facilities.

POLICY NO. 1.3

Improve and enhance marketing, communication, and public engagement for parks and recreation facilities and services.

GOAL 2

Enhance and expand healthy recreation opportunities provided by the City and community partners.

POLICY NO. 2.1

Explore and offer recreation programs that meet the desires and needs of the Canby community, in the city and UGB.

POLICY NO. 2.2

Enhance recreation center and aquatic opportunities for the Canby community.

POLICY NO. 2.3

Coordinate with the Canby School District to help ensure that adequate sites are provided for public schools and associated recreation activities.

» *Strategy 2.3.1* Work with representatives of the school district, school offices, and recreation-oriented groups to determine the best possible sites for future acquisition and development of schools and associated recreational facilities.

» *Strategy 2.3.2* 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.

GOAL 3

Expand and enhance community member park experiences.

POLICY NO. 3.1

Maintain existing park and recreation facilities.

» *Strategy 3.1.1* Improve the level of maintenance in current city parks and recreation facilities.

» *Strategy 3.1.2* Standardize park and recreation amenities for aesthetics and ease of maintenance.

» *Strategy 3.1.3* Expand and enhance amenities in parks when they are functioning below expectations.

POLICY NO. 3.2

Expand and enhance connected trails and open spaces.

GOAL 4

Provide and enhance access to parks and facilities for all Canby community members.

POLICY NO. 3.1

Seek opportunities to acquire and develop land to meet identified park and recreation needs.

» *Strategy 4.1.1* Acquire and develop land for park and recreation facilities by 2043 to meet the community standard of 10 acres of developed parkland per 1,000 residents.

» *Strategy 4.1.2* Provide high-quality recreational facilities to meet the needs of the growing community.

» *Strategy 4.1.3* Identify potential locations for larger community parks to serve the entire community.

» *Strategy 4.1.4* Site and open a permanent off-leash dog park.

» *Strategy 4.1.5* Explore opportunities to provide river access for swimming and other water-based recreation activities.

POLICY NO. 4.2

Provide parks and trails that provide access to and connectivity between Canby's natural and riverfront areas.

» *Strategy 4.2.1* Develop pedestrian trails and bike lanes to connect parks, natural areas, and off-road bicycling opportunities.

» *Strategy 4.2.2* Develop connections between Canby parks, trails, the Molalla River State Park and the Willamette River with a hub in Wait Park.

» *Strategy 4.2.3* Create connections to county, regional, and state trail systems.

» *Strategy 4.2.4* Pursue funding to expand the Logging Road pedestrian and bike trail beyond SE 13th Avenue.

POLICY NO. 4.3

Help ensure current and future programs, facilities, and communications comply with the Americans with Disabilities Act (ADA) and are accessible and fully inclusive, regardless of ability.

» *Strategy 4.3.1* Improve park and recreation signage to include the location of ADA access.

» *Strategy 4.3.2* Evaluate and improve as necessary the ease of physical access to facilities in compliance with ADA standards.

POLICY NO. 4.4

Foster a sense of safety and belonging to welcome community members of all demographics to enjoy parks and recreation facilities.

» *Strategy 4.4.1* Improve park and recreation signage and reservation forms to include the multiple languages spoken in the community.

» *Strategy 4.4.2* Explore opportunities to host city-endorsed cultural events in city-owned facilities.

» *Strategy 4.4.3* Explore partnerships with local nonprofits and the library for hosting outreach activities and resource fairs in local parks.

» *Strategy 4.4.4* Improve the perceived level and actual safety of parks and recreation facilities.



GOAL 9: **ECONOMIC DEVELOPMENT**

Background

Consistent with the Statewide Planning Goal 9, this element provides economic development goals and policies for Canby.

Per Oregon Statewide Planning Goal 9, the City of Canby is responsible for having enough land available to realize economic growth and development opportunities. The 2023 Economic Opportunities Analysis (EOA) fulfills the specific requirements for economic analysis under Goal 9 and findings from the EOA are incorporated, as appropriate, into the Canby Comprehensive Plan.



The city's role in regional and statewide commerce is significant, in part because of its location on the Willamette River, proximity to Highway 99E and Interstates 5 and 205, and the Union Pacific Railway, as these corridors serve as routes for the exchange of goods and services within the region. Metro has identified Canby as a Neighboring City which is defined as having a significant number of residents who work or shop in the Portland metropolitan area. Canby has several advantages for continued industrial and commercial expansion.

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

Occupations: Canby workers are far more likely to be employed in manufacturing occupations as compared with the county and state. In 2019, nearly 22 percent of Canby's jobs were in manufacturing, compared with 11 percent in the county and 10 percent in Oregon. Construction (15 percent), retail trade (11 percent), educational services (8 percent), accommodation and food service (8 percent), and health care (8 percent) also represent significant shares of jobs in Canby.

Income: Income levels for Canby's residents tend to be below those of Clackamas County but well above statewide figures. Between 2010 and 2020, median household and family incomes for Canby residents increased measurably but were outpaced slightly by growth rates observed statewide and in Clackamas County. In 2020, the median household income within Canby was much higher for owner-occupied households (\$91,523) than for renter households (\$49,677).



Employment: Employment in Canby has increased significantly in recent years. The total number of jobs covered by unemployment insurance increased from 6,718 jobs in 2018 to 7,028 jobs in 2023. Half of Canby's employment is in the strong and growing industrial sector, which added 1,348 jobs between 2014 and 2020. The services sector accounted for 38 percent of employment in the city, followed by the retail trade sector, which accounted for 11 percent of all jobs in 2020.

Employers: In 2020, there were 11 private employers in Canby that employed between 100 and 350 workers. Canby has been successful at adding employers of all sizes. Between 2009 and 2020, the number of employer establishments in Canby increased from 481 to 616 (over 12 per year on average). Significant growth has occurred in small, medium, and very large business categories.

Target Business Clusters: The list of target industries for Canby includes several existing and emerging clusters, including:

- Advanced manufacturing: metals and machinery
- High tech manufacturing and testing: electrical components, battery storage, etc.
- Construction trades
- Wholesale trade
- Health services

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

The EOA also provides an Industrial and Commercial/Office Land Needs Assessment. The industrial sector is anticipated to continue to grow as the city has 145 acres of available undeveloped industrial land, within proximity or adjacent to the Union Pacific mainline railroad, Oregon Pacific railroad, Highway 99E or the Pioneer Industrial Park. Commercial growth is anticipated to continue in downtown and highway commercial zones, with 17 acres of undeveloped commercial land. Other drivers of economic activity in Canby include the Clackamas County Fairgrounds, which attracts a significant number of events to the city including the annual fair and other major activities and concerts.

THE ADOPTED COMMUNITY DEVELOPMENT MISSION STATEMENT FOR THE EOA IS:

Canby shall retain and enhance its unique sense of community and livable neighborhoods. Canby continues to be a great location for businesses to thrive and expand. Canby's downtown is inviting and safe, with innovative businesses that meet the community's needs. Canby's employment centers attract a diverse mix of businesses that offer quality jobs and benefits. The Highway 99E Corridor is designed as a safe and attractive gateway that invites visitors to explore Canby. The City of Canby proactively plans for and invests wisely in infrastructure and services that enable the community to manage growth in a sustainable manner.

The following goals and policies and strategies implement this community mission statement.

GOALS, POLICIES, AND STRATEGIES

GOAL 1

To promote increased industrial development at appropriate locations.

POLICY NO. 1.1

Plan for Industrial expansion areas east and north of Mulino Road.

» *Strategy 1.1.1* Plan for industrial expansion areas adjacent to the Pioneer Industrial Park.

» *Strategy 1.1.2* Identify and construct transportation and other needed infrastructure that serve industrial business expansion.

POLICY NO. 1.2

Retain and attract businesses that provide quality jobs with high wages and high levels of employment per acre.

POLICY NO. 1.3

Support changes in zoning districts to best promote high wage jobs over the next 20 years.

POLICY NO. 1.4

Maintain or increase the requirement for employees per acre within the Pioneer Industrial Park and future industrial expansion areas.

POLICY NO. 1.5

Develop regulations for zone changes that ensure impacts on employment levels and higher wage jobs are considered as part of rezoning of employment lands.

POLICY NO. 1.6

Protect employment land from conversion to residential uses in order to ensure an adequate supply of commercial and industrial land to meet 20-year employment projections.

- » *Strategy 1.6.1* Review and develop funding opportunities for off-site infrastructure improvements to support expansion of businesses through the use of public, private and/or public-private financing methods for businesses that provide high wage jobs and/or a high number of jobs per acre.
-

POLICY NO. 1.7

Support expansion and diversity of health services.

- » *Strategy 1.7.1* Work with local and regional health care providers to ensure that additional outpatient treatment facilities are available as the local population expands.
-

GOAL 2

To encourage commercial development downtown and other appropriate locations.

POLICY NO. 2.1

Expand lodging options.

- » *Strategy 2.1.1* Identify potential locations for a future hotel along Highway 99E.
-

- » *Strategy 2.1.2* Help facilitate partnerships between landowners and hotel operators.
-

POLICY NO. 2.2

Attract downtown redevelopment with integrated mixed-use buildings consistent with the Downtown Design Standard objectives.

- » *Strategy 2.2.1* Ensure downtown Canby remains visually and functionally attractive.
-

» *Strategy 2.2.2* Support compatible densification within the Downtown Canby Overlay zone that strengthens historic development patterns, and the coordination and connection between the commercial areas on both sides of Highway 99E.

» *Strategy 2.2.3* Evaluate opportunities to incentivize vertical mixed-use developments using techniques such as public parking, advance financing of off-site infrastructure and limited multifamily tax abatement.

» *Strategy 2.2.4* Pursue funding to support downtown improvements that enhance walkability.

» *Strategy 2.2.5* Pursue funding to continue the façade improvement program.

POLICY NO. 2.3

Update design standards and provide incentives for building renovations.

» *Strategy 2.3.1* Implement effective design standards in core areas and along Highway 99E.

» *Strategy 2.3.2* Create development codes that promote attractive highway commercial development servicing the needs of the community.

» *Strategy 2.3.3* Update development code standards to promote business consistent with design standards.

GOAL 3

To encourage economic programs and projects which will lead to an increase in local employment opportunities.

POLICY NO. 3.1

Foster a positive business environment and permitting process.

POLICY NO. 3.2

Provide incentives for targeted job creation and major private investment.

- » *Strategy 3.2.1* Support reasonable business incentive programs offered by Business Oregon, such as the Strategic Investment Program that provides limited tax abatement for major private investments.
 - » *Strategy 3.2.2* Sponsor annual business summit meetings and events held by the Canby Chamber of Commerce.
-

POLICY NO. 3.3

Support workforce training and development.

- » *Strategy 3.3.1* Work with the Clackamas Workforce Partnership to connect workforce training opportunities and programs with local community residents and businesses.
-

POLICY NO. 3.4

Expand opportunities for the development of workforce housing.

- » *Strategy 3.4.1* Evaluate and implement code amendments that lower the barrier to the development of middle housing types, such as plexes, townhomes, courtyard apartments, cottage clusters, and accessory dwelling units.
-

POLICY NO. 3.5

Use innovative techniques to fund roads and infrastructure.

- » *Strategy 3.5.1* Update local system development charges to fund capacity expansion projects.
 - » *Strategy 3.5.2* Implement equitable transportation utility revenue generation that fully captures the impacts created by various business and industrial types on local streets and related maintenance costs.
 - » *Strategy 3.5.3* Explore and create special assessments, such as local improvement districts to recapture the value created by major public or private investments in infrastructure.
-

POLICY NO. 3.6

Support arts & visitation, including heritage- and bicycle-tourism.

» *Strategy 3.6.1* Implement master plan projects that include trails, pathways, parks, river access, and camping/RV facilities.

» *Strategy 3.6.2* Work with partners, such as Clackamas County, the Canby Parks and Recreation Advisory Board and the Canby School District to explore feasibility for a new sports complex.

» *Strategy 3.6.3* Expand funding resources and pursue state grants.

» *Strategy 3.6.4* Support the growth and diversification of heritage tourism.

POLICY NO. 3.7

Support, monitor and participate in local and regional economic development organization activities that help Canby define its role within the larger region.

POLICY NO. 3.8

Play an active role in regional and state-sponsored economic planning processes to ensure that local business expansion needs are fully understood and can be addressed within the broader market area, if not within the Canby UGB.



GOAL 10: HOUSING

Background

Oregon Statewide Planning Goal 10 outlines the requirements of the City to comply with the Housing Element and contribute to providing for the housing needs of the state. Goal 10 requires that the City conduct an inventory of its buildable lands. The City adopted its most recent buildable land inventory and Housing Needs Analysis (HNA) in 2024 for the planning period from 2023 to 2043.

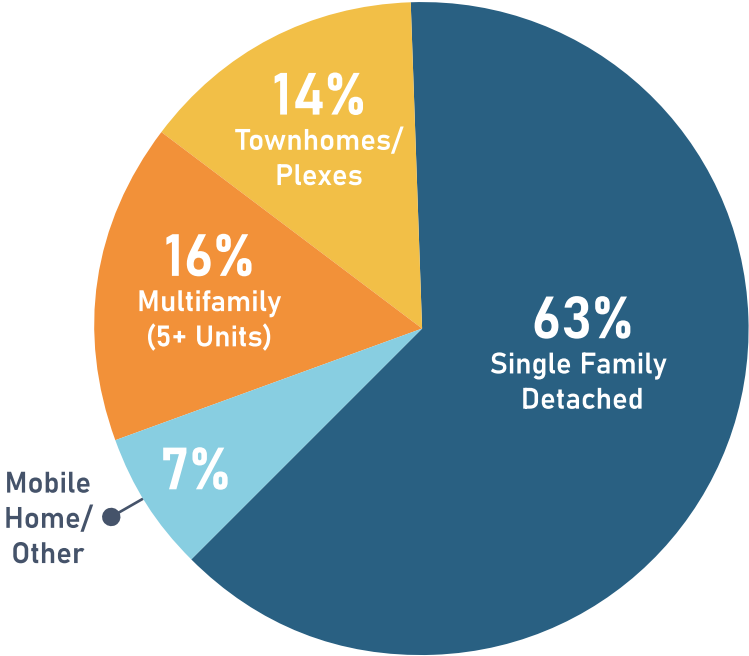




HOUSING INVENTORY

In 2019, Canby had 6,608 total housing units. The city offers a variety of housing types for a range of income levels, although the availability of middle housing options and affordable rental units is limited. Most existing housing units in Canby are single-unit detached homes (63 percent). This also reflects current trends in new housing construction, as about two-thirds of new housing construction between 2010 and 2022 was for new detached homes, while only about one-third of new construction was for middle housing options, including townhomes, duplexes, multi-unit apartments, and manufactured homes.

Housing Units by Housing Type, City of Canby, 2019



TENANCY

Of the existing 6,608 housing units in 2019, most of the occupied housing units are occupied by owners (68 percent), while renter-occupied units account for 32 percent of housing units. Owner-occupied units tend to be single-unit detached and manufactured homes. Renter-occupied units tend to be townhomes, multiplex homes, and multi-unit homes.

HOUSING ATTAINABILITY AND AFFORDABILITY

Housing attainability for households earning at or below the local median family income (MFI) levels was evaluated using U.S. Department of Housing and Urban Development (HUD) guidelines, assuming that the median family income (MFI) for Clackamas County was \$80,484 as of 2019. In Canby, a household earning 80 percent to 120 percent of the MFI should be able to afford between \$1,610 to \$2,415 in monthly rent and between \$279,000 to \$419,000 for a mortgage when spending 30% of their income on housing.

Home values in Canby have increased significantly in recent years and continue to rise. As of 2024, the median home value in Canby was \$528,500, which is comparable to other cities in the region, but is well above mortgage attainability for the 80 percent to 120 percent MFI income levels.

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

RESIDENTIAL LAND USE AND BUILDABLE LAND

There are 1,746 acres zoned for residential use in the city. Properties intended for residential development in the city include the following Comprehensive Plan land use designations:

- Rural Residential: 308 acres
- Low Density (LDR): 1,453 acres
- Medium Density (MDR): 149 acres
- High Density (HDR): 230 acres
- Residential Commercial (RC): 11 acres
- Downtown Commercial (DC): 38 acres

The 2024 residential buildable land inventory found that, of the 1,746 acres designated for residential use (including mixed-use designations that allow housing), 1,461 acres are developed and 282 acres are buildable. Total buildable vacant land includes 115 acres of partially constrained vacant land, 2.3 acres of buildable vacant land, 163.9 acres of partially vacant buildable land, and 3.4 acres of redevelopable land.

The following goals, policies and strategies are reflective of this community vision and the adopted 2024 Housing Needs Analysis.



GOALS, POLICIES, AND STRATEGIES

GOAL 1

To provide for the housing needs of Canby residents.

POLICY NO. 1

Monitor residential land development and maintain a 20-year residential land supply sufficient to accommodate growth and provide needed housing.

POLICY NO. 2

Manage residential development in coordination with the provision of utilities, public facilities, and a functional transportation network.

POLICY NO. 3

Affirmatively further fair housing by encouraging the development of housing for renters, the elderly, those living with disabilities, low-income community members, and other protected classes, and integrate the housing into a variety of residential areas throughout the city.

- » *Strategy 3.1* Maintain clear and objective housing development standards and criteria for a range of housing types to meet housing needs.

 - » *Strategy 3.2* Encourage development of smaller, more attainable units that provide opportunities for first-time homebuyers.

 - » *Strategy 3.3* Encourage medium and high-density residential zone designations in areas being annexed by the city.

 - » *Strategy 3.4* Implement open space requirements as permitted by state law for multi-unit housing developments.

 - » *Strategy 3.5* Support changes in residential zoning districts and development standards to best accommodate needed housing over the next 20 years.
-

POLICY NO. 4

Develop criteria and a process for identifying land to rezone to meet the deficit of land for multi-unit housing development.

» *Strategy 4.1* Encourage upzoning parcels in Area J to allow more medium and high-density housing.

» *Strategy 4.2* Support development of sufficient utility capacity to serve anticipated growth over the next 20 years.

» *Strategy 4.3* Identify priority areas for upzoning, such as sites along transportation corridors, with sufficient utilities capacity, within and adjacent to downtown, and near community amenities, like schools and parks.

POLICY NO. 5

Identify opportunities to streamline the process and standards for designing and approving developments.

POLICY NO. 6

Provide incentives to encourage developers to build a variety of housing types including incentives to support the development of income-restricted housing.

» *Strategy 6.1* Modify system development charge (SDC) fee schedules with scaled charges based on home size.

» *Strategy 6.2* Pursue a variety of development code amendments to remove regulatory barriers to development of a variety of housing types, including reducing minimum lot sizes, increasing building heights, updating allowed uses in residential zones, and updating design standards.

» *Strategy 6.3* Provide a 10-year SDC Payment Plan option for developers using the Bancroft Bonding Act which allows local governments to finance public improvements through bonding for up to 10 years.

» *Strategy 6.4* Offer a full or partial SDC waiver for regulated affordable housing.

» *Strategy 6.5* Allocate some Construction Excise Tax funds to support the provision of affordable housing.

POLICY NO. 7

Inventory and encourage preservation of naturally occurring affordable housing.

- » *Strategy 7.1* Prepare an inventory of subsidized and naturally occurring affordable housing to support proactive policies intended to preserve the affordable housing stock.
-

- » *Strategy 7.2* Preserve and support development of existing manufactured housing parks.
-

POLICY NO. 8

Work with the Clackamas County Housing Authority and other public, private, and nonprofit partners to address supply of affordable housing and to assist those experiencing homelessness.



GOAL 11: PUBLIC FACILITIES AND SERVICES

Background

The City of Canby is committed to providing its residents with safe and accessible public facilities and services to support the community's growth and quality of life. The City's ability to deliver services in a timely, orderly, and efficient manner has a direct impact on future growth of the city. Not all of the community's public facilities and services are provided by the City, as some services are provided by Canby Utility and private utilities.



Per Oregon Statewide Planning Goal 11, cities are responsible for creating facility master plans to meet current and long-range needs within the UGB. The plans should be used supplementally to support the public facilities policies identified in the Comprehensive Plan. The public facility plans should plan for public services to urbanizable areas that do not yet have facilities. Cities should provide facilities including: police protection, sanitary facilities, storm drainage facilities, energy and communication services, and community governmental services. Elements required in the public facility plan include an inventory of all significant public facility systems, a list of public facility projects to support the Comprehensive Plan, cost estimates of each public facility project, a map or description of each project's general location, a statement identifying the provider of each system, an estimated timeline for implementation, and a discussion of available funding mechanisms. The City plans for and regulates many public facilities and services through capital facilities plans and public works design standards and specifications. Adopted plans are identified in the sections below and are supporting documents to the Comprehensive Plan. A variety of funding streams are used to pay for new and improved facilities.

Consistent with Oregon Statewide Planning Goal 11, this Element focuses on the following facilities and services provided by the City or in close partnership with local utilities:

- Water
- Wastewater
- Storm drainage
- Fire protection and emergency services
- Police protection
- Library services
- Utilities (natural gas, telephone, and broadband)
- Electricity



WATER

Canby Utility provides water services to all areas within Canby city limits and the urban growth boundary (UGB). The Molalla River is the community's primary water source. Groundwater is sourced from the Springs Gallery. According to the 2023 Water System Master Plan, Canby Utility's Molalla water treatment plant has the capacity to treat 8 million gallons per day (mgd). Storage is provided by three ground level finished drinking water storage reservoirs with a total usable capacity of 4.6 million gallons. The service area is comprised of a single pressure zone. Canby Utility operates two distribution system pump stations, the Cedar Treatment Plant Pump Station and the 13th Avenue Pump Station. The distribution system consists of approximately 87 miles of pipe ranging in diameter from 4 to 16-inch, with 6 and 8-inch diameter pipes being most numerous.

The Master Plan forecasts a maximum daily demand of more than 9 million gallons per day (mgd) by 2045 with an ultimate buildout demand of nearly 17 mgd, a figure based on a projected population of 46,420 in the Canby Utility water service area (current UGB). While Canby Utility has water rights to the Molalla River and adequate intake capacity, the Molalla River's ability to meet long-term demands is limited due to low summer water levels.

Therefore, Canby Utility is exploring other long-term supply options. Over the 20-year planning horizon, there is an anticipated storage deficit of nearly two million gallons, requiring additional storage capacity. Improvements to water treatment facilities will also be required to support the urban area.

WASTEWATER

The sanitary sewer and stormwater systems are owned by the City of Canby, and one bill is provided to customers for both services. According to the 2020 Wastewater Facilities Plan Update, the existing collection system consists of approximately 21 miles of gravity sewer lines ranging from 6 to 30 inches. The city has eight sewage pumping stations, seven are owned and operated by the City of Canby and one is under private ownership. The Wastewater Treatment Facility was installed in 2014. Based on the average wastewater flow per capita (including residential, commercial, and industrial sources) of 60 gallons per day, and the Plan's 2040 population projection of 25,748 people, the wastewater collection and treatment systems will not exceed their current capacity within the 20-year planning window. Amendments to the UGB will require an updated evaluation of wastewater system demands and capacity.



STORMWATER

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

The City of Canby does not currently have stormwater quality treatment requirements, and the city is not a "regulated" small Municipal Storm Sewer System (MS4) subject to the EPA Phase II Stormwater Rule. Projects to improve stormwater collection and disposal deficiencies in the system are included in the City's Five-Year Capital Improvement Plan.



POWER

Canby Utility owns and operates the electric distribution facilities serving customers within the Canby area. The Canby Utility electrical service is surrounded by the service territory of Portland General Electric (PGE). All electric power sold by Canby Utility is provided by the Bonneville Power Authority with transmission service provided by PGE. All major equipment in the Canby Utility system is less than 20 years old.

Historically, the electric system in Canby is a winter-peaking system caused by cold weather events; however, summer peaks have been growing consistently over the last 10 years as extreme heat events occur more frequently. The Canby Utility Electric System Five-Year Planning Study found that the system has enough transformer and distribution system capacity to serve historic and projected peak demand over 5 years. However, transmission constraints on power supply coming into Canby through the BPA-PGE service provider have been identified. Although the BPA-PGE service provider has plans to upgrade its transmission capacity that supplies the region over the next 10 years, it is important that new developments coordinate with Canby Utility to ensure available electric capacity. The 5-year plan includes specific recommendations for system improvements and plans for maintenance of existing infrastructure to support the needs of a growing population.

NW Natural is the regional natural gas service provider and primary service provider in Canby. The distribution system comprises both larger main lines and smaller service lines that ultimately connect to individual residences and businesses. NW Natural collaborates with developers and contractors for installing gas mains in subdivisions and service lines to buildings.

EMERGENCY SERVICES

The Canby Fire District (officially Canby Rural Fire Protection District #62) is a special service district in Clackamas County, Oregon, that provides fire, rescue, and advanced life support (ALS) ambulance transport services to the cities of Canby and Barlow, as well as surrounding rural areas. A fire substation was constructed in 2022 on the north side of the city to account for access and emergency response issues created by trains. The Canby Fire District has approximately 55 career and volunteer firefighters and medics, supported by additional administrative and command staff.

The Canby Police Department provides the Canby community with a full range of police services 24 hours a day, seven days a week. The Department is located on the west side of Canby. The Clackamas County Department of Communications, also known as C-COM, provides 9-1-1 Emergency and Non-Emergency dispatch services to Canby officers. The Canby Police Department has an authorized force of 30 sworn police officer positions, which includes the Chief and two Captains, and six non-sworn positions.

LIBRARY

Canby Public Library is a department of the City of Canby and member of the Libraries in Clackamas County (LINCC) consortium. The building that currently houses the combined Canby Public Library and City Hall (known as the Canby Civic Center and Public Library) was completed in fall 2016. The library provides information, resources, assistance, programming, and access to technology. The 2024-2027 Strategic Plan does not identify any facility needs.

SUPPORTIVE PUBLIC FACILITIES SERVICES

Other public facilities available within the UGB that are privately owned and operated include natural gas, telephone, and broadband. Essential agencies in the city to support the public facilities include: bridges, Canby Disposal, Canby Ferry, communication towers, gas lines, NW Natural pipeline, telephone fiber, Pacific Pride storage tanks, power lines, railroads, transportation networks, and water/wastewater systems.



GOALS, POLICIES, AND STRATEGIES

GOAL 1

To ensure the adequate provision of water services to meet the needs of the residents and property owners of Canby.

POLICY NO. 1.1

Work with Canby Utility to ensure the maintenance, repair, or replacement of water system elements to provide an adequate level of water service.

POLICY NO. 1.2

Work with Canby Utility to 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.

POLICY NO. 1.3

Work with Canby Public Utility to plan for and acquire water sources sufficient to support population and economic growth.

GOAL 2

To ensure the adequate provision of wastewater services to meet the needs of the residents and property owners of Canby.

POLICY NO. 2.1

Maintain, repair, or replace all current wastewater system elements to provide an adequate level of wastewater service.

» *Strategy 2.1.1* Replace or repair deteriorating collection systems.

» *Strategy 2.1.2* Improve or replace other existing facilities as needed in the future to ensure their reliability.

» *Strategy 2.1.3* Construct new trunk and major sewers.

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- » *Strategy 2.1.4* Construct new pump stations, consistent with the City's Public Facilities Plan.

 - » *Strategy 2.1.5* Relocate, upgrade and/or expand pump stations in areas where additional capacity is needed.

 - » *Strategy 2.1.6* Require the owners of any failing septic systems within the city to connect to the city's sewer system.

 - » *Strategy 2.1.7* Use the City's adopted industrial wastewater discharge permit process to comply with city, state and federal clean water standards.
-

POLICY NO. 2.2

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.

- » *Strategy 2.2.1* Continue to update a Wastewater Facilities Plan that provides a capital improvement plan for the wastewater system.

 - » *Strategy 2.2.2* Utilize user rates 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 ensure the adequate provision of storm drainage services to meet the needs of the residents and property owners of Canby.

POLICY NO. 3.1

Prioritize on-site stormwater management except where the City determines it to be inefficient or infeasible.

- » *Strategy 3.1.1* Provide regional treatment and monitoring facilities as needed.

 - » *Strategy 3.1.2* Maintain, expand or replace existing local facilities as needed, to ensure they continue to function reliably.
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- » *Strategy 3.1.3* Develop standards and requirements for on-site storm drainage facilities; incorporate into City development, public facility and other ordinances.
-

POLICY NO. 3.2

Maintain, repair, replace or expand storm drainage facilities in the public right of way to meet future storm drainage service needs.

- » *Strategy 3.2.1* Decommission unacceptable drywells and water wells not meeting City adopted standards.
-

- » *Strategy 3.2.2* Implement a catch basin and drywell best management practices (BMP) plan.
-

POLICY NO. 3.3

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.

- » *Strategy 3.3.1* Develop a Storm Drainage Master Plan that provides a capital improvement plan for the storm drainage system.
-

GOAL 4

To ensure the provision of a full range of public facilities and services to meet the needs of the residents and property owners of Canby.

POLICY NO. 4.1

Work closely and cooperate with all entities and agencies providing public facilities and services and ensure that they are provided concurrently with future development.

- » *Strategy 4.1.1* Work with regulators, 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 and infill development.
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- » *Strategy 4.1.2* 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.
 - » *Strategy 4.1.3* Develop needed utility capacity and support development that is compatible with the City's ability to provide adequate public facilities and services.
 - » *Strategy 4.1.4* Notify the Department of Land Conservation and Development when updating adopted public utility plans.
-

POLICY NO. 4.2

As part of its annual budgeting process, review the public facilities plan to ensure the adequate provision of public services and facilities.

- » *Strategy 4.2.1* Planning, Public Works and other department directors will review the public facilities plans for consistency with annual budgets and capital improvement plans.
 - » *Strategy 4.2.2* Develop a City budget to address needed public facility improvements.
-

POLICY NO. 4.3

Utilize all feasible means of financing needed public improvements and do so in an equitable manner to support housing and employment needs.

- » *Strategy 4.3.1* Allow for the creation of Local Improvement Districts and Advanced Financing Districts as a means of financing needed improvements consistent with City code provisions.
 - » *Strategy 4.3.2* Use SDCs to pay for the costs of public facilities and services needed to serve new development.
 - » *Strategy 4.3.3* Modify SDC fee schedules with scaled charges based on home size.
-

» *Strategy 4.3.4* Use general obligation and revenue bonds, as appropriate, to help finance long-term capital improvements.

» *Strategy 4.3.5* 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.

» *Strategy 4.3.6* Use fees to recover the cost of services to the greatest extent possible where services or facilities directly benefit users.

» *Strategy 4.3.7* Incorporate additional changes to the Capital Improvement Plan as needed as individual master plans are updated.

POLICY NO. 4.4

Support the retention of Canby School District schools within city limits and within walking distance of residential neighborhoods and downtown to encourage multi-modal trips, support the city's commercial core, and reinforce community character.

» *Strategy 4.4.1* Coordinate with the Canby School District on long-term facility planning.



GOAL 12: TRANSPORTATION

Background

Transportation infrastructure is key to the future growth of the city as it provides for the flow of goods, services, and people throughout Canby and the region.

In compliance with Statewide Goal 12, the City of Canby Transportation Element in combination with the 2025 Transportation System Plan (TSP) guides development and management of the city's transportation facilities for the next 20 years. Taken together, the city's transportation plan is required by Goal 12 to meet the following requirements:

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



The City's urban growth boundary (UGB) has about 80 lane miles of streets, eight traffic signals, 46 lane miles of bike lanes, 100 linear miles of sidewalks and two miles of paved trails for walking and biking.

KEY STREETS

Major streets within the Canby UGB include:

- OR 99E (ODOT facility), which runs east-west through the center of the city. The road provides a major connection with Oregon City and Portland to the north, and Woodburn and Salem to the south.
- Territorial Road (Canby jurisdiction) runs east-west through the northern portion of the city. It connects to OR 99E in the northeast corner of the Canby UGB.
- Sequoia Parkway (Canby jurisdiction) runs north-south connecting the Pioneer Industrial Park to OR 99E.
- Knights Bridge Road (Canby jurisdiction) runs east-west from the western city limits to N Holly Street, West of Canby, Knights Bridge Road connects to Arndt Rd and then to I-5.

Other key streets that connect to OR 99E and/or provide access to neighborhoods are Holly Street, Ivy Street, SW 13th Avenue, Redwood Street, Pine Street, Mulino Road, and Township Road.

COMMUTER TRIPS

Much of the traffic in the Canby UGB, especially during the more congested weekday peak times, is related to employment. Residents in Canby who are employed predominantly commute to work outside of the UGB (85 percent), while jobs in Canby are overwhelmingly filled by people who live outside of the UGB (82 percent).

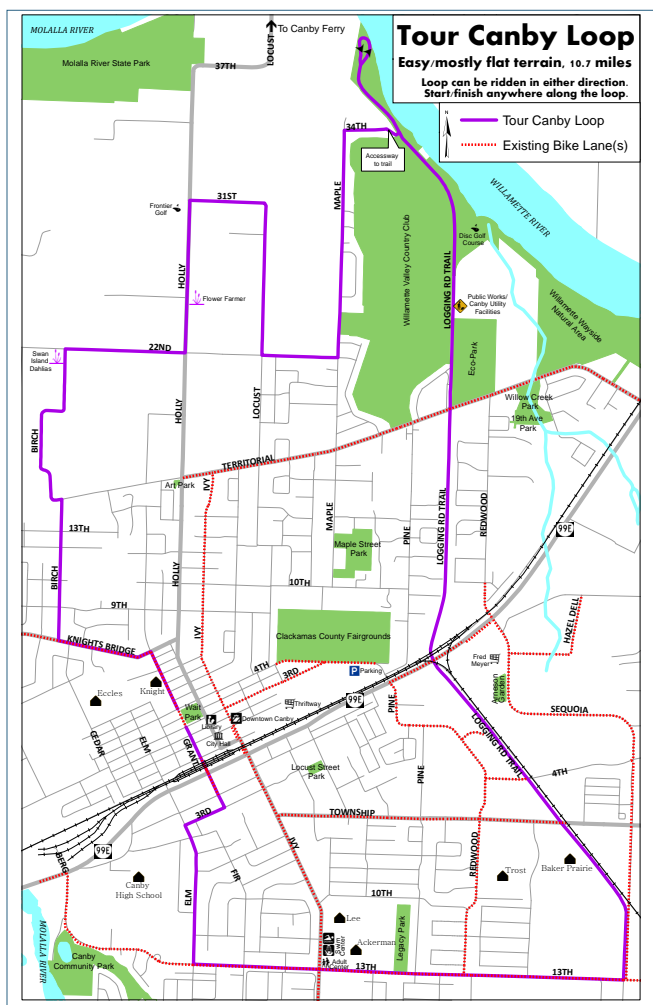
On average, **about 73 percent** of employed residents in Canby commute to work **using single-occupant motor vehicles**. About **7 percent** of residents **carpool** to work and the remaining **20 percent** work from home, walk, take transit, or **use some other means of travel**.



PEDESTRIAN CONDITIONS

The sidewalk network is relatively complete within the current city limits. Most new residential developments have a full sidewalk system with few gaps. There are still major gaps in the system where there are sidewalks only on one side of the road or no sidewalks at all. Critical sidewalk gaps in the Canby UGB are found along a few segments of OR 99E.

Of the streets within one-quarter mile of existing transit service, about 11 of the total 55 street miles lack a sidewalk (or 20 percent of the street miles). There are also about 33 miles of missing sidewalk near community amenities including places of commerce, schools, parks, and libraries, which is about 21 percent of all potential sidewalks in these areas. Notably, there is a gap in the sidewalk near Howard Eccles and William Knight elementary school as well as Canby Community Preschool.



Tour Canby Loop Bike Route

There is a 2.5-mile paved trail within Canby referred to as the Logging Forest Trail or Molalla Forest Road Trail which serves both pedestrians and bicyclists. Vehicle traffic is not allowed on the trail. In 2017, a property south of Canby containing a 3.3-mile segment of the former Molalla Forest Road was donated to the City. However, only a preliminary exploration of how this corridor could be developed for future recreational purposes has been conducted.

BICYCLE NETWORK

Most local streets in Canby have slow speeds and few vehicles on them. When traffic is light and speeds are slow, most people feel comfortable bicycling in the shared roadway. Of the approximately 90 lane miles of potential bikeways along arterials and collectors in the Canby UGB, there are currently about 46 lane miles of bike lanes, and about 44 lane miles without bike facilities. The northwest part of the city, west of Ivy Street and north of OR 99E, has the lowest share of completed bikeways.



TRANSIT

Canby is served by three transit agencies: Canby Area Transit (CAT), South Clackamas Transportation District (SCTD) and South Metro Area Regional Transit (SMART), offering four fixed bus routes and two types of paratransit service. Bus routes connect Canby to Woodburn, Oregon City, Wilsonville, Molalla, and the greater Portland Metro area via TriMet. CAT's Canby Loop, which is free to ride, includes 32 stops throughout Canby and operates Monday-Saturday. The Canby Loop service is funded from a combination of state grants and financial support from local businesses. The city's main transit facility is the Canby Transit Center.



About 73 percent of the total households in the Canby UGB have access to one of these routes, defined as living within 1/4 mile of a bus stop. Households that lack access are outside of city limits in the northwestern and southeastern portions of the UGB. About 65 percent of households in the current city limits have access to CAT routes.

RAIL CROSSINGS

There are two rail lines in Canby: Union Pacific railroad tracks parallel OR 99E, and the Oregon Pacific Railroad line that runs southeast-northwest through Canby parallel to the Logging Road Trail. All railroad crossings have lights and gates that activate when trains approach, and some have additional overhead warning lights. These crossings do not have physical barriers providing protection for people walking and biking on sidewalks and bike lanes. The Union Pacific crossings typically see about 15 daily train movements, including 9 freight trains and 6 passenger trains each day.

The long train lengths block the road, pedestrian, and bikeway crossings at times during the day, making it difficult for people to get around them and creating long delays. This blockage creates a barrier between the northern and southern sides of Canby, especially because there are no grade-separated crossings of the Union Pacific tracks in the city.

GOALS, POLICIES, AND STRATEGIES

GOAL 1

Provide and encourage a safe, convenient, and economic transportation system that applies transportation standards and regulations to the construction and operation of all transportation facilities to ensure they are designed appropriately, and the system functions as intended in the TSP.

POLICY NO. 1

Provide a transportation system that is convenient, accessible, reliable and connects people to destinations throughout the city and beyond.

» *Strategy 1.1* Provide direct, continuous, and connected transportation facilities to minimize out-of-direction travel and decrease travel times for all users.

» *Strategy 1.2* Increase the proportion of trips made by walking, bicycling, transit and carpooling.

» *Strategy 1.3* Complete all gaps in the bicycle and pedestrian networks, including trails.

» *Strategy 1.4* Increase household and job access to transit.

» *Strategy 1.5* Increase household and job access to low stress bike and walk networks.

» *Strategy 1.6* Increase travel options that serve popular destinations, such as schools, services, and parks.

POLICY NO. 2

Provide a transportation system that is safe and secure for people of all ages and abilities.

» *Strategy 2.1* Reduce fatal and serious injury crashes for all modes of travel.

» *Strategy 2.2* Reduce crashes involving pedestrians and bicyclists by improving conditions along and across streets and at other conflict points with motor vehicles.

» *Strategy 2.3* Ensure that pedestrian and bike facilities are well maintained and clear of debris, obstacles, and obstructions.

» *Strategy 2.4* Provide attractive streetscapes that encourage active transportation, appropriate traffic volumes, vehicle speeds, and safety for all users.

» *Strategy 2.5* Reduce the transportation system's vulnerability to natural disasters and climate change.

POLICY NO. 3

Protect the natural, cultural, and developed environments and encourage healthy and active living for all through comfortable and convenient, lower-polluting transportation alternatives.

» *Strategy 3.1* Reduce vehicle miles traveled per capita.

» *Strategy 3.2* Improve public health by promoting and providing safe, comfortable, and convenient active transportation options to meet daily needs and access services.

» *Strategy 3.3* Design all transportation facilities to be welcoming and attractive for all people walking and bicycling, including the provision of street trees and buffering from vehicles.

» *Strategy 3.4* Increase household access to parks, open spaces, and natural areas, including street tree and tree canopy preservation.

» *Strategy 3.5* Use sensitive design and mitigation approaches to natural, cultural, and developed resources.

» *Strategy 3.6* Reduce transportation-related air pollutants.

POLICY NO. 4

Eliminate transportation related disparities and barriers and make affordable for all users.

» *Strategy 4.1* Reduce household transportation costs by providing walkable neighborhoods, active transportation options, and reduced reliance on motor vehicle travel.

» *Strategy 4.2* Develop a multimodal transportation system that allows all users to access employment, education, and services.

» *Strategy 4.3* Develop a low stress bike and walk network for users of all ages and abilities.

» *Strategy 4.4* Promote transportation investments that offer system connectivity and efficiency benefits and avoid, minimize, and mitigate negative impacts.

» *Strategy 4.5* Prioritize infrastructure investments that serve those with the least access to transportation resources and with the greatest mobility needs.

POLICY NO. 5

Manage and optimize the transportation system to ease congestion so people and goods can affordably, reliably, and efficiently reach their destinations.

» *Strategy 5.1* Build an integrated and connected system of roadways, freight routes, transit and bicycle and pedestrian facilities.

» *Strategy 5.2* Build infrastructure and capacity to support emerging technologies to increase travel options, such as connected, automated, shared, and electric vehicles.

» *Strategy 5.3* Leverage technological advances to increase efficiency of travel across all modes for all road users.

» *Strategy 5.4* Increase the number of people and businesses with access to travel information.

» *Strategy 5.5* Increase the number of households and businesses with access to outreach, education, incentives, and other tools that increase shared trips and use of travel options.

POLICY NO. 6

Strategically design, operate and maintain the transportation system to maximize assets, minimize costs, and enhance the surrounding community through right-sized infrastructure.

» *Strategy 6.1* Preserve and maintain transportation system assets to maximize their useful life and minimize project construction and maintenance costs.

» *Strategy 6.2* Build transportation infrastructure that is sized appropriately and that encourages economical operation and maintenance.

» *Strategy 6.3* Align the function of transportation facilities with the design of the cross-section to enhance the adjacent land uses through right sized infrastructure, including parking for all users.

» *Strategy 6.4* Develop new revenue sources to prepare for increased travel demand, that balance fairness and equity across the community.

» *Strategy 6.5* Monitor and track progress of the Transportation System Plan investments, including the long-term feasibility projects that connect outside of Canby, to provide progress updates and needed actions.

» *Strategy 6.6* Coordinate with ODOT and the State Transportation Improvement Plan for Highway 99E to understand road improvement plans and timelines for the state controlled highway.

POLICY NO. 7

Transportation system decisions are made in a transparent and collaborative manner, and the benefits and burdens of investments are distributed equally among all users.

- » *Strategy 7.1* Create a multimodal transportation system that seamlessly connects to existing and planned infrastructure in surrounding communities.

- » *Strategy 7.2* Make transportation investment decisions using a performance-based planning and programming framework that is aligned with local goals and supported by meaningful public engagement, multimodal data, and analysis.

- » *Strategy 7.3* Improve coordination and cooperation among the owners and operators of the transportation system to enhance the efficiency of roadways and multimodal facilities and encourage improved transit service.



GOAL 13:

ENERGY CONSERVATION

Background

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

The City of Canby recognizes that energy consumption is affected by many factors including land use patterns, building location and orientation, transportation modes, and protection of natural resources. In compliance with Statewide Goal 13 the City is committed to energy conservation, especially with the continued rise in cost of non-renewable energy sources and the continued decrease in cost paired with the increased availability of renewable energy sources.

UTILITIES

The electrical system in Canby is managed by Canby Utility. The utility buys its power from the Bonneville Power Administration. There is generally a proportional linear relationship between the customer count growth of the electricity system and the overall growth in energy use.

The City has adopted the Oregon State Structural Safety Code which sets insulation standards for buildings to conserve energy.

BUILT ENVIRONMENT

As stated in Goal 13, an important aspect for cities to include for energy conservation and sustainable development practices is the re-use and development of vacant land. The efficient use of land and the type of development that will occur on vacant lands is considered in the Land Use Element to ensure sustainable growth patterns supporting the projected population and economic growth over 20 years. Efficient land use is more sustainable and promotes energy efficiency.

TRANSPORTATION

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



GOALS, POLICIES, AND STRATEGIES

GOAL 1

To conserve energy and encourage the use of renewable resources in place of non-renewable resources.



GOAL 14: URBANIZATION

Background

The City of Canby's Urban Growth Boundary (UGB) is based on requirements of Statewide Planning Goal 14. The UGB must accommodate 20-years of population growth and land needed for housing, employment opportunities, and livability or public use. The UGB separates urban from rural areas. The UGB 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 through the 20 year planning period. The UGB does not require that all land within the boundary be annexed during the planning period. Rather, it shows the City's willingness to supply urban services to the area if annexation criteria are met. Canby's UGB is based partially on the other Comprehensive Plan element policies that assure maximum efficiency of land use within and on the fringe of existing city limits. Goal 14 includes provisions that prevent "leapfrog" development by assuring that urbanization occurs in a logical process.

The City's role in guiding urban land use and implementing urban expansion includes:

- Use the type, location, and phasing of public facilities and major transportation facilities to direct urban expansion
- Adopt and maintain local land use controls and ordinances to accommodate increased public demands as urbanizable lands become more urbanized
- Use the Clackamas County – City of Canby Urban Growth Management Agreement as a detailed management program to assign implementation roles and responsibilities to government bodies

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

In 1992, the City of Canby entered into an Urban Growth Management Agreement (UGMA) with Clackamas County. The UGMA coordinates the management of land brought in by modifications to the UGB or Urban Reserve Areas (URA) through amendments to the City and County's Comprehensive Plans. The purpose of the UGMA is to ensure that land in the UGB still under county jurisdiction can be urbanized in an orderly and efficient manner, and prevent parcelization and significant rural developments.

Canby has an estimated deficit of approximately 600 acres of land in the UGB to support residential, parks, and employment needs combined for the 20-year population and employment forecasts. A "Sequential Urban Growth Boundary" process for Canby was approved by DLCD and provides a schedule for planned UGB expansion.

Virtually all of the land around Canby is agricultural, with Class I and II soils and 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.



GOALS, POLICIES, AND STRATEGIES

GOAL 1

To ensure the transition from rural to urban uses occurs in an orderly manner.

POLICY NO. 1

Coordinate growth and development plans with Clackamas County as defined in the Clackamas County-City of Canby Urban Growth Management Agreement (UGMA), and other government and tribal agencies.

» *Strategy 1.1*

Periodically review and update the UGMA. Proposed changes to the urban growth management area shall be based upon an analysis of both short-term and long-term need for urban expansion in accordance with state law. This area, lying immediately outside 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.

» *Strategy 1.2*

Comprehensive Plan changes for the unincorporated areas within the Urban Growth Management Boundary will be coordinated City-County planning efforts.

» *Strategy 1.3*

Take an active role in the land use planning and development process for lands located in the UGMA. Intergovernmental agreements with Clackamas County will be used for planning, land division, land uses, and management of land uses and provision of public facilities and services within the area of interest.

» *Strategy 1.4*

Provide timely notice to DLCD of annexation and UGB amendments, as required in OAR 660-018.

» *Strategy 1.5*

Encourage preservation of downtown urban form in the Downtown Canby Overlay Transitional Commercial and Commercial Core subareas. Recognize role and importance of historic preservation in maintaining the downtown core.

POLICY NO. 2

Use accepted growth management techniques in a manner that will implement the Comprehensive Plan vision, goals, and policies.

» *Strategy 2.1*

Update and amend the urban growth boundary when conditions satisfy adopted local and state standards for urban growth boundary amendments.

» *Strategy 2.2*

Areas eligible for annexation should be located within the Canby Urban Growth Boundary and contiguous to the existing city limits.

» *Strategy 2.3*

Development code regulations relating to annexation should ensure evaluation of the ability to provide adequate urban services to property proposed to be annexed.

» *Strategy 2.4*

Where such public facilities as sewer and water lines are provided within a road right-of-way, annexation should be encouraged simultaneously on both sides of the road to assure maximum efficiency in the use of those services and to reduce development costs.

POLICY NO. 3

Ensure the efficient and effective provision of infrastructure to serve newly annexed areas.

» *Strategy 3.1*

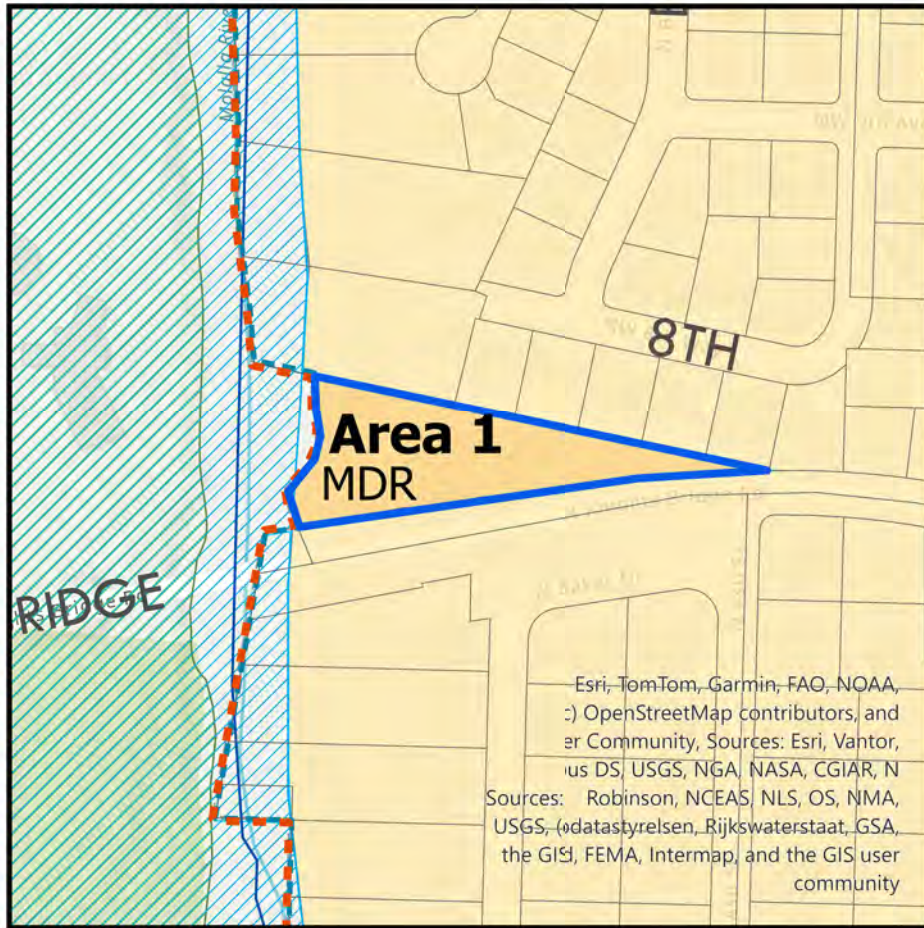
Canby's Annexation Development Map should continue to require Development Concept Plan (DCP) for properties for annexed properties to ensure adequate city infrastructure and development patterns.

Supporting Documents

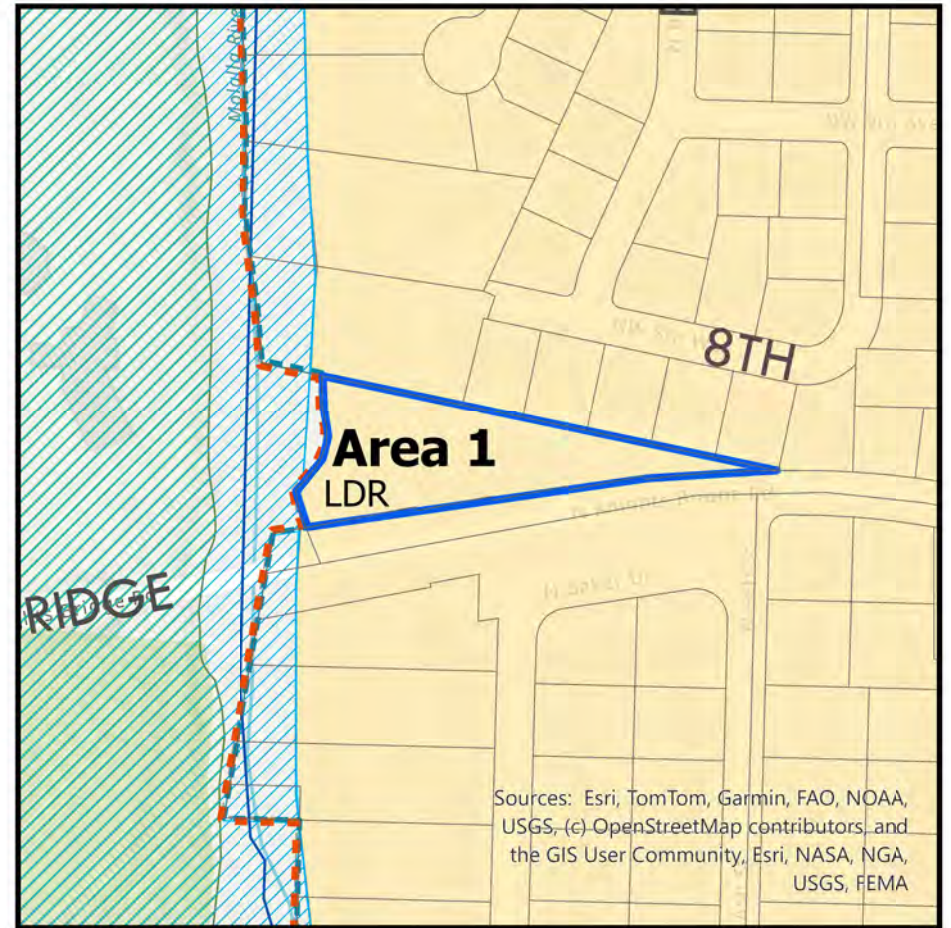
- 2026 Canby Transportation System Plan
- 2025 Canby Housing Production Strategy
- 2024 Clackamas County Natural Hazard Mitigation Plan; City of Canby Addendum
- 2024 Canby Housing Needs Analysis
- 2023 Canby Economic Opportunities Analysis
- 2023 Canby Water System Master Plan
- 2022 Canby Stormwater Master Plan
- 2022 Canby Parks and Recreation Master Plan
- 2020 Canby Wastewater Facilities Plan
- 2020 Canby Historic Preservation Plan















City of Canby | 2026 Comprehensive Map Updates | Area 1

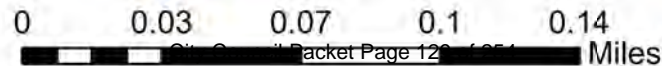
Current Designation



Proposed Designation

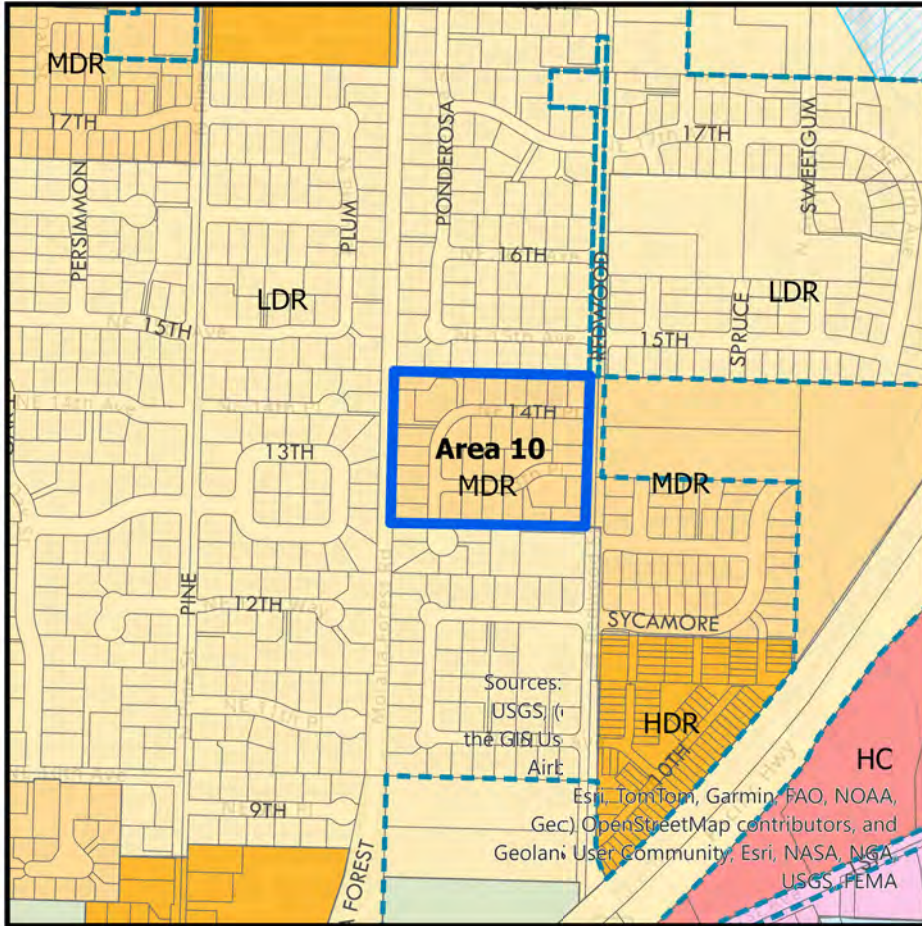


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|---|------------------------|---|--------------------------------|---|------------------------|
|  | Canby UGB |  | RC Residential Commercial |  | LI Light Industrial |
|  | Canby City Limits |  | CM Commercial/Manufacturing |  | HI Heavy Industrial |
|  | Land_Reserves |  | LDR Low Density Residential |  | P Public |
|  | DC Downtown Commercial |  | MDR Medium Density Residential |  | PR Private Recreation |
|  | HC Highway Commercial |  | HDR High Density Residential |  | FL Flood-Prone / Steep |

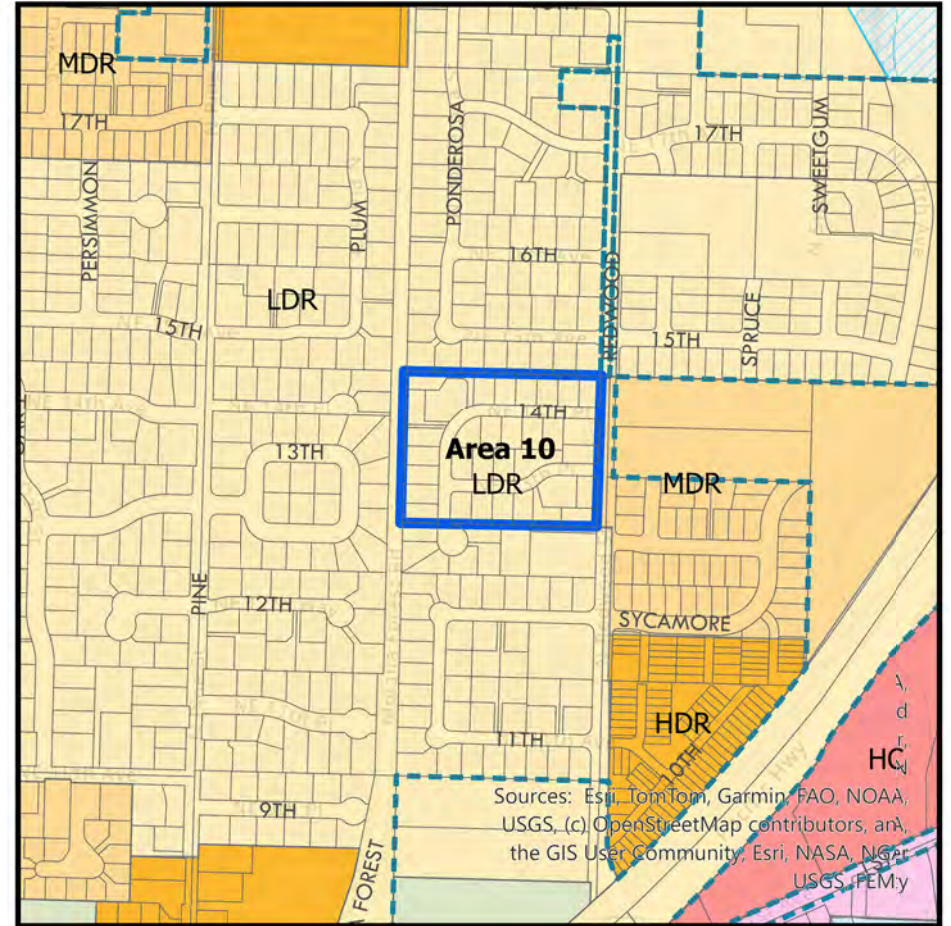


City of Canby | 2026 Comprehensive Map Updates | Area 10

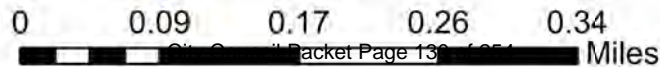
Current Designation



Proposed Designation

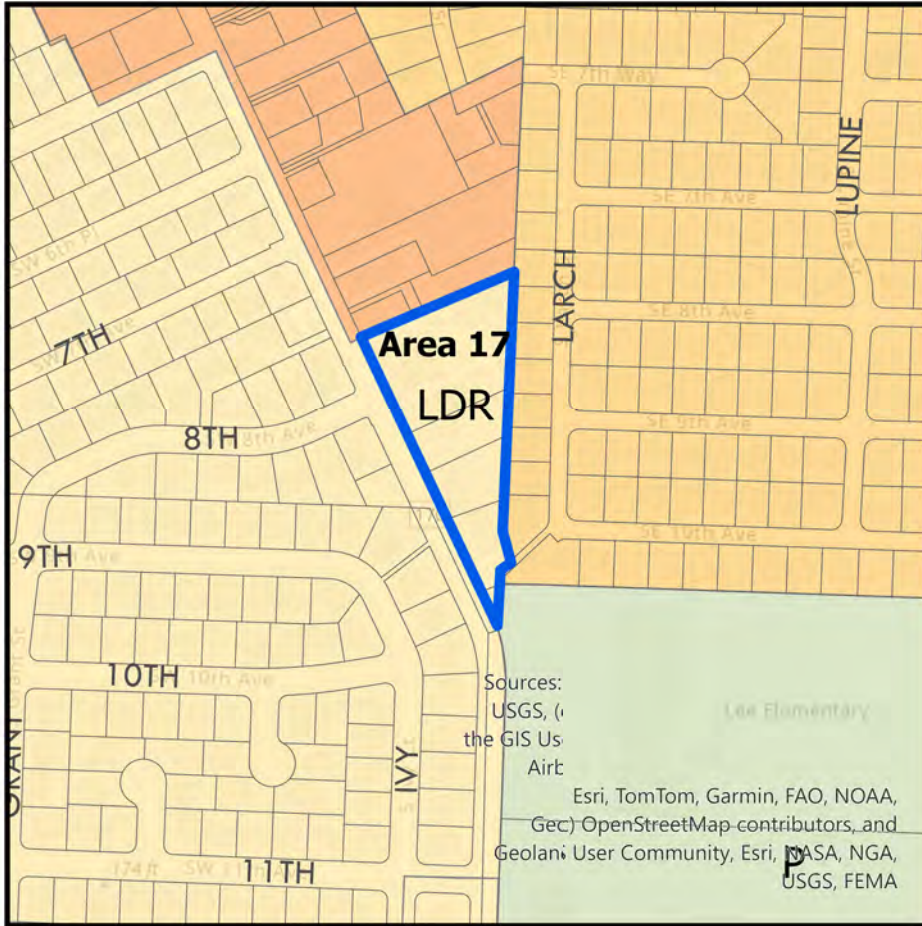


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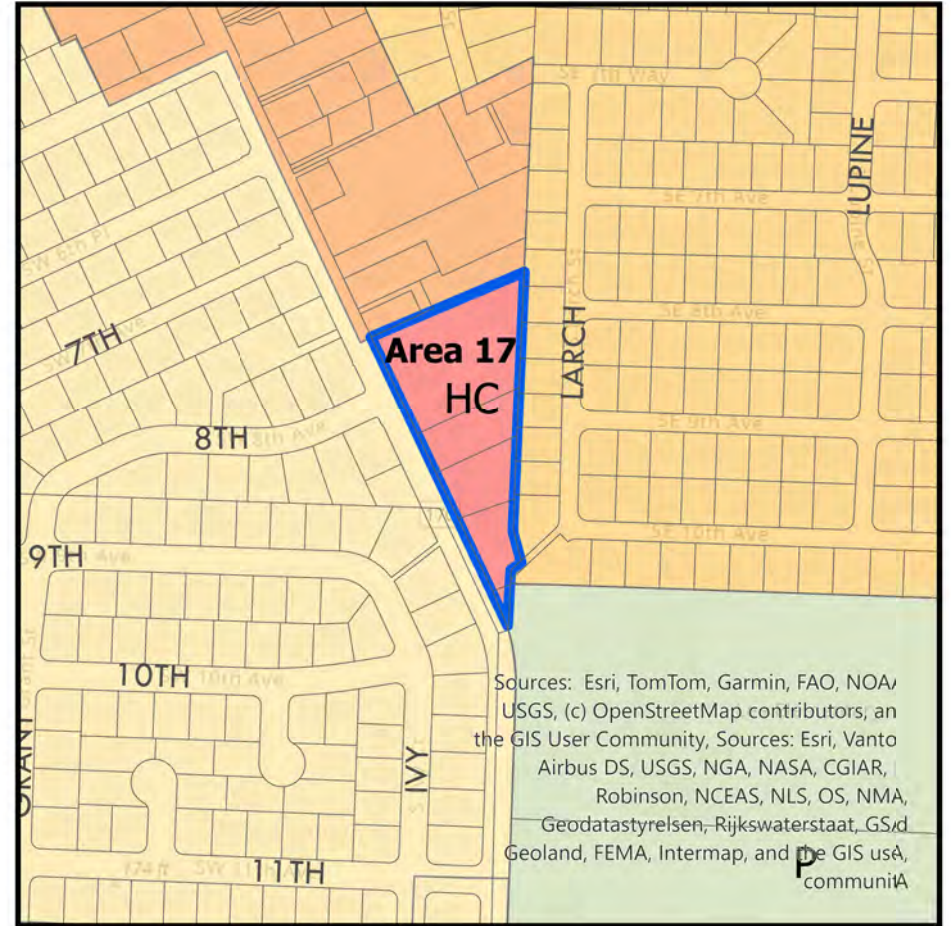








City of Canby | 2026 Comprehensive Map Updates | Area 17

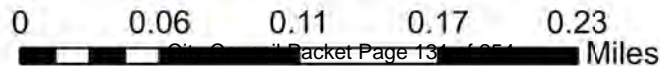
Current Designation



Proposed Designation

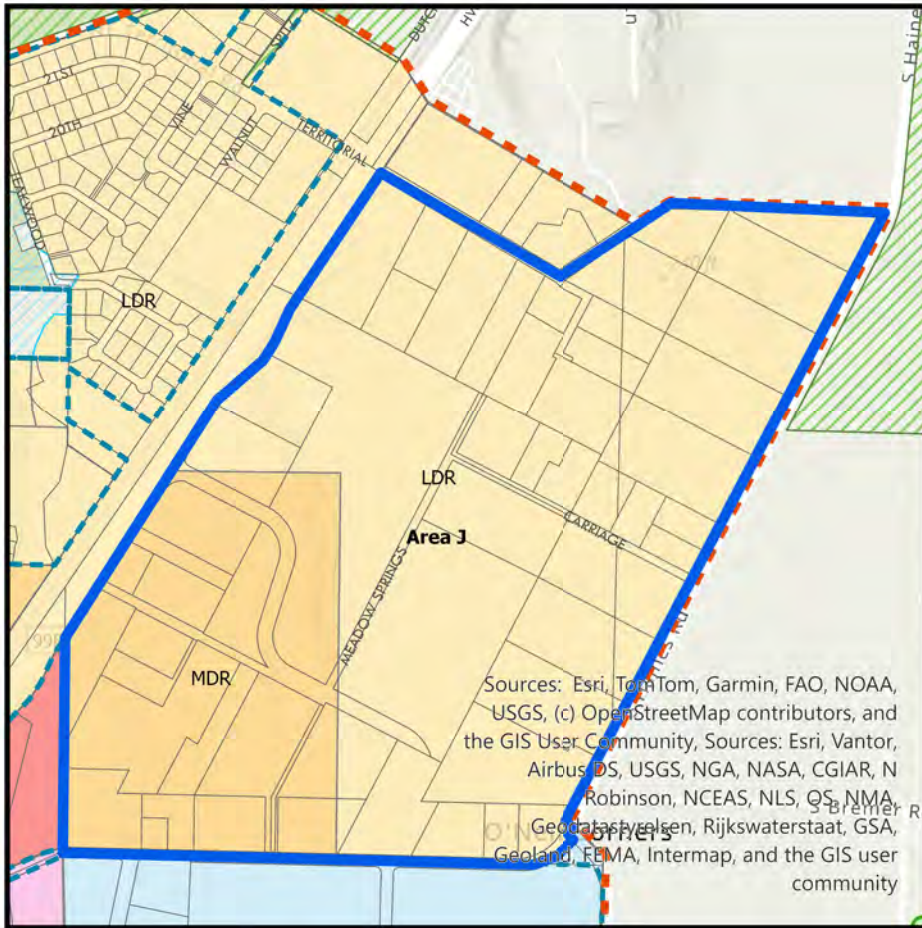


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|  Canby City Limits |  CM Commercial/Manufacturing |  HI Heavy Industrial |
|  Land_Reserves |  LDR Low Density Residential |  P Public |
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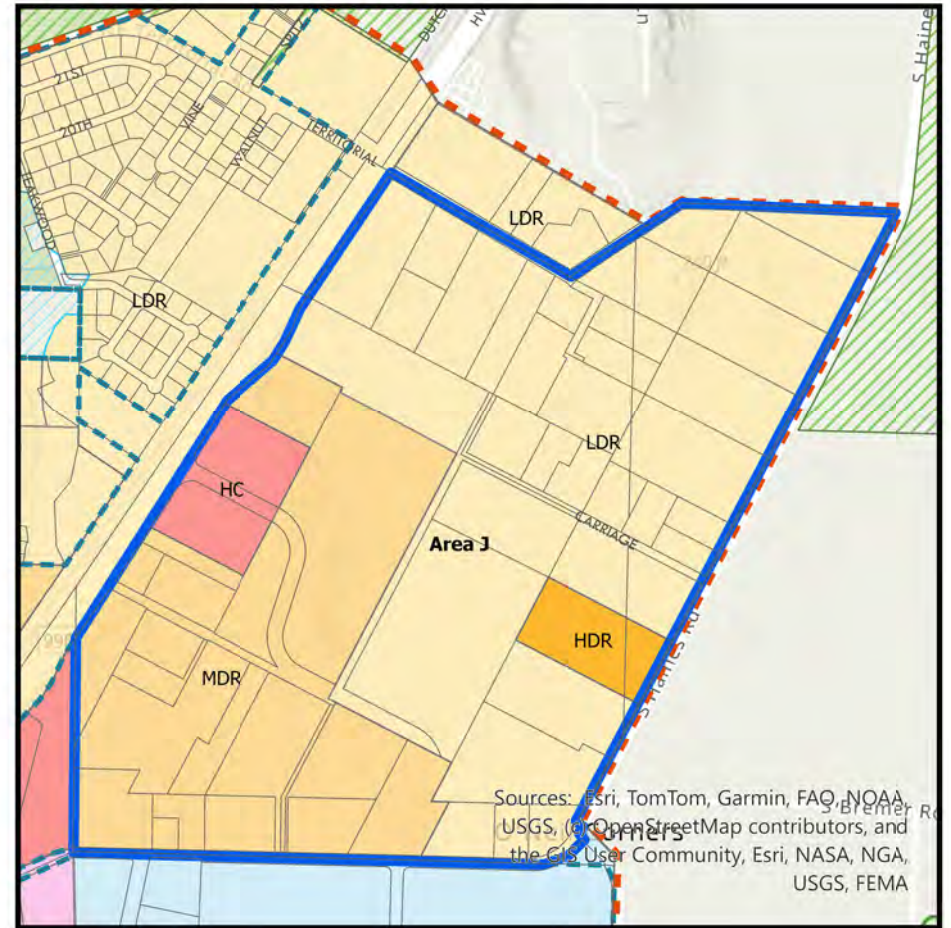


City of Canby | 2026 Comprehensive Map Updates | Special Area J

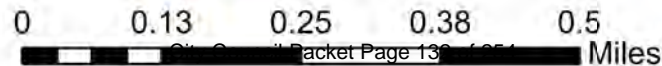
Current Designation



Proposed Designation



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|--|------------------------|--|--------------------------------|--|------------------------|
| | Canby UGB | | RC Residential Commercial | | LI Light Industrial |
| | Canby City Limits | | CM Commercial/Manufacturing | | HI Heavy Industrial |
| | Land_Reserves | | LDR Low Density Residential | | P Public |
| | DC Downtown Commercial | | MDR Medium Density Residential | | PR Private Recreation |
| | HC Highway Commercial | | HDR High Density Residential | | FL Flood-Prone / Steep |





CITY COUNCIL Staff Report

Meeting Date: 6/3/2026

To: The Honorable Mayor Hodson & City Council

From: Randy Ealy, Interim City Administrator

Agenda Item: Consider **Ordinance No. 1676**: An Ordinance Authorizing the Interim City Administrator to execute the first amendment to personal service agreement with Heard Farms for wastewater sludge hauling services; and Declaring an Emergency.

Goal: N/A

Summary

Staff is requesting consideration of Ordinance No. 1676 to authorize the interim City Administrator to execute the first amendment to a five-year personal service agreement with Heard Farms, Inc., for the sludge hauling, treatment, and land application of biosolids produced from the City's wastewater treatment plant. The initial term will expire on July 5, 2026, and the current agreement with Heard Farms, Inc, allows for four (4) additional one (1) year term renewals. This would begin the second-year term for service. The agreement's service terms remain unchanged, however, it does include a price increase of \$15,000, for total contract value of \$240,000; previously \$225,000.

Background

For the past 14 years, the City of Canby has partnered with Heard Farms, for the hauling further treatment, and Class B land application of biosolids generated at the City's wastewater treatment plant. This long-standing partnership has provided a reliable, cost-effective, and environmentally responsible alternative to landfill disposal. Heard Farms transports partially treated solids to its facility in Roseburg, where they are processed and beneficially reused as a soil amendment in accordance with all applicable regulations. Given the lack of other qualified providers in the region and Heard Farms' familiarity with the City's operations and regulatory requirements, staff recommend continuing this successful partnership through our multi-year contract structure with annual budget approval by the City Council.

The City of Canby, acted through its City Council as the Local Contract Review Board, exercised its authority under Oregon law (ORS 279B.085) and its own local contracting rules to exempt certain contracts from competitive procurement requirements under Ordinance 1647. The City determined that the direct award of the sludge hauling contract to Heard Farms, Inc. would provide substantial cost savings, other benefits, and would not encourage favoritism, by conducting a public hearing and adopting findings supporting the exemption and direct contract award.

Discussion

City staff, through research and historical records, have provided evidence that Heard Farms is unique in that it provides a service for which there are extremely limited alternatives. Specifically, Heard Farms is the only private, regulated facility in the State of Oregon that accepts municipal sludge and processes it into a Class B biosolid. The only other available disposal option is to haul the sludge to a landfill, which is significantly more expensive and operationally inefficient.

Attachments

Ordinance No. 1676

Exhibit A - First Amendment to the Personal Services Agreement for Sludge Hauling Services

Fiscal Impact

Each year, the contract amount will be established during the City's budget process and approved by Council as part of the annual operating budget. Based on past trends, Heard Farms biosolids management services are expected to remain more affordable than landfill disposal, with savings anticipated in both hauling and long-term service stability, while maintaining flexibility through annual pricing updates. The cost increase is due to rising expenses for fuel, driver wages, benefits, and maintenance; proposed rate increase of five (5) dollars per ton.

Options

Approve Ordinance No. 1676 & Amendment to Contract

Deny Ordinance No. 1676 & Amendment to Contract

Recommendation

Staff recommends the Council authorize the Interim City Administrator to execute a first amendment to the personal service agreement with Heard Farms, Inc. for a second renewal term to provide continued hauling, treatment, and land application of biosolids for the City of Canby Wastewater Treatment Plant.

Proposed Motion

"I move to approve **Ordinance No. 1676**: An Ordinance Authorizing the Interim City Administrator to execute the first amendment to the personal service agreement with Heard Farms for wastewater sludge hauling services to a second reading on June 17, 2026; and Declaring an Emergency."

ORDINANCE NO. 1676

AN ORDINANCE AUTHORIZING THE INTERIM CITY ADMINISTRATOR TO EXECUTE THE FIRST AMENDMENT TO THE PERSONAL SERVICE AGREEMENT WITH HEARD FARMS FOR WASTEWATER SLUDGE HAULING SERVICES; AND DECLARING AN EMERGENCY.

WHEREAS, the City of Canby and Heard Farms, Inc., entered into a personal services agreement (“Agreement”) on July 6, 2025, for wastewater sludge removal with an initial term of twelve months; and

WHEREAS, the City and Heard Farms, Inc., wish to amend the terms of the Agreement so that the Agreement renews on July 1, 2026, for an additional twelve-month term with a not-to-exceed amount of \$240,000 for this additional twelve-month term.

NOW, THEREFORE, THE CITY OF CANBY, OREGON, ORDAINS AS FOLLOWS:

Section 1. The Interim City Administrator is hereby authorized on behalf of the City to execute the First Amendment to the Personal Services Agreement with Heard Farms to haul sewage sludge for the City in substantially the same form as Exhibit A to this Ordinance.

Section 2. The Interim City Administrator is further authorized to take all actions necessary to correct any typographical errors, scrivener’s errors, or formatting errors in Exhibit A.

Section 3. The City Council finds that it is in the best interest of public health and safety to ensure that wastewater sludge removal services continue uninterrupted. Therefore, the City Council declares an emergency and this Ordinance shall be effective immediately upon its enactment.

SUBMITTED to the Canby City Council and read the first time at a regular meeting therefore on Wednesday, June 3, 2026, ordered posted as required by the Canby City Charter; and scheduled for second reading on Wednesday, June 17, 2026, commencing at the hour of 7:00 PM in the Council Chambers located at 222 NE 2nd Avenue, 1st Floor Canby, Oregon.

Maya Benham, CMC
City Recorder

PASSED on second and final reading by the Canby City Council at a regular meeting thereof on the 17th day of June 2026, by the following vote:

YEAS _____ NAYS _____

Brian Hodson
Mayor

ATTEST:

Maya Benham, CMC
City Recorder

**FIRST AMENDMENT
to
PERSONAL SERVICES AGREEMENT FOR SLUDGE HAULING SERVICES**

This First Amendment to Personal Services Agreement for Sludge Hauling Services (“Amendment”) is entered into between the City of Canby, (“City”) and Heard Farms, Inc., a corporation of the state of Oregon (“Consultant”).

RECITALS

The parties entered into a Personal Services Agreement for Sludge Hauling Services (“Agreement”) whereby Consultant agreed to provide the City with certain services as set forth in the Agreement. Pursuant to Section 4 of the Agreement, the parties shall execute an amendment to the Agreement to memorialize the maximum compensation for the upcoming fiscal year (July 1, 2026 through June 30, 2027). The parties now desire to so amend the Agreement.

TERMS

1. The Parties agree that this Amendment shall go into effect July 1, 2026 and shall continue for the twelve-month term in accordance with the terms herein and within the Agreement.
2. The Parties agree that the maximum compensation payable to Consultant for the performance of the Services during this twelve-month term shall not exceed \$240,000.
3. Interpretation; Remaining Terms. From and after the Effective Date, “Agreement” means the original Agreement as amended. Except as expressly modified by the terms and conditions of this Amendment, the parties ratify and confirm each of the terms and conditions of the Agreement which, the parties acknowledge and agree, remains in full force and effect. In case of conflict between the terms of the Agreement and this Amendment, the terms of this Amendment shall apply.

EXHIBIT A to Ordinance No. 1676

IN WITNESS WHEREOF, the Parties have executed this Amendment intending it to be effective as of the date last set forth below (the “Effective Date”).

CITY OF CANBY, OREGON

CONSULTANT

By: _____

By: _____

Print Name: _____

Print Name: _____

Title: _____

Title: _____

Date: _____

Date: _____



CITY COUNCIL Staff Report

Meeting Date: 6/3/2026

To: The Honorable Mayor Hodson & City Council
Thru: Randy Ealy, Interim City Administrator
From: Don Hardy, Planning Director
Agenda Item: Urban Growth Boundary Update

Summary

Canby is proceeding with the final community engagement process for the urban growth boundary expansion process, and this includes the project advisory committee, property owners within the urban growth boundary expansion area, the City Council and community summits prior to the hearing process. Mayor Hodson requested a work session of the urban growth boundary expansion elements following the project advisory/technical advisory committee meeting on May 13th to provide City Council with the background and options under consideration.

Background

The urban growth boundary process has been occurring over the last three years, running parallel with the comprehensive plan and transportation system plan.

Discussion

The Work Session will review the state methodology for urban growth boundary expansion, required urban growth boundary priorities, and City Council input on the locations for expansion.

Attachments

PowerPoint presentation
Draft Urban Growth Boundary Report

Fiscal Impact

No fiscal impacts will occur

Options

Urban growth boundary expansion area options will be reviewed during the Work Session.

Recommendation

Staff will provide urban growth boundary expansion recommendations during the Work Session.

Proposed Motion

No motion is proposed, and staff is requesting a City Council recommendation for urban growth boundary options.

Canby UGB Concept Plan



UGB Expansion City Council Work Session
June 3, 2026



UGB Expansion Notes

- UGB amendment process expands the urban growth boundary, but does not assign land uses. Land uses will be assigned through the Canby UGB Concept Plan process.
- However, it is necessary to discuss land uses when determining where to expand the UGB.
- Residential land need includes land needed for homes, parks, neighborhood-serving commercial, and associated infrastructure right-of-way.
- Virtually all of the employment land need is for industrial uses, with less than one acre of commercial land need.
- “Employment” or “Industrial” can represent a wide variety of land uses, ranging from business park to manufacturing. Canby’s Industrial Zones may be modified through the Concept Plan process.
- Some subareas are only appropriate for residential use (1a, 2, 3, 4, 5, 6, 11). Some subareas are only appropriate for employment use (8, 9). Other subareas are appropriate for either use (1b, 1c, 7, 10).

Final Land Need

Final land need incorporates:

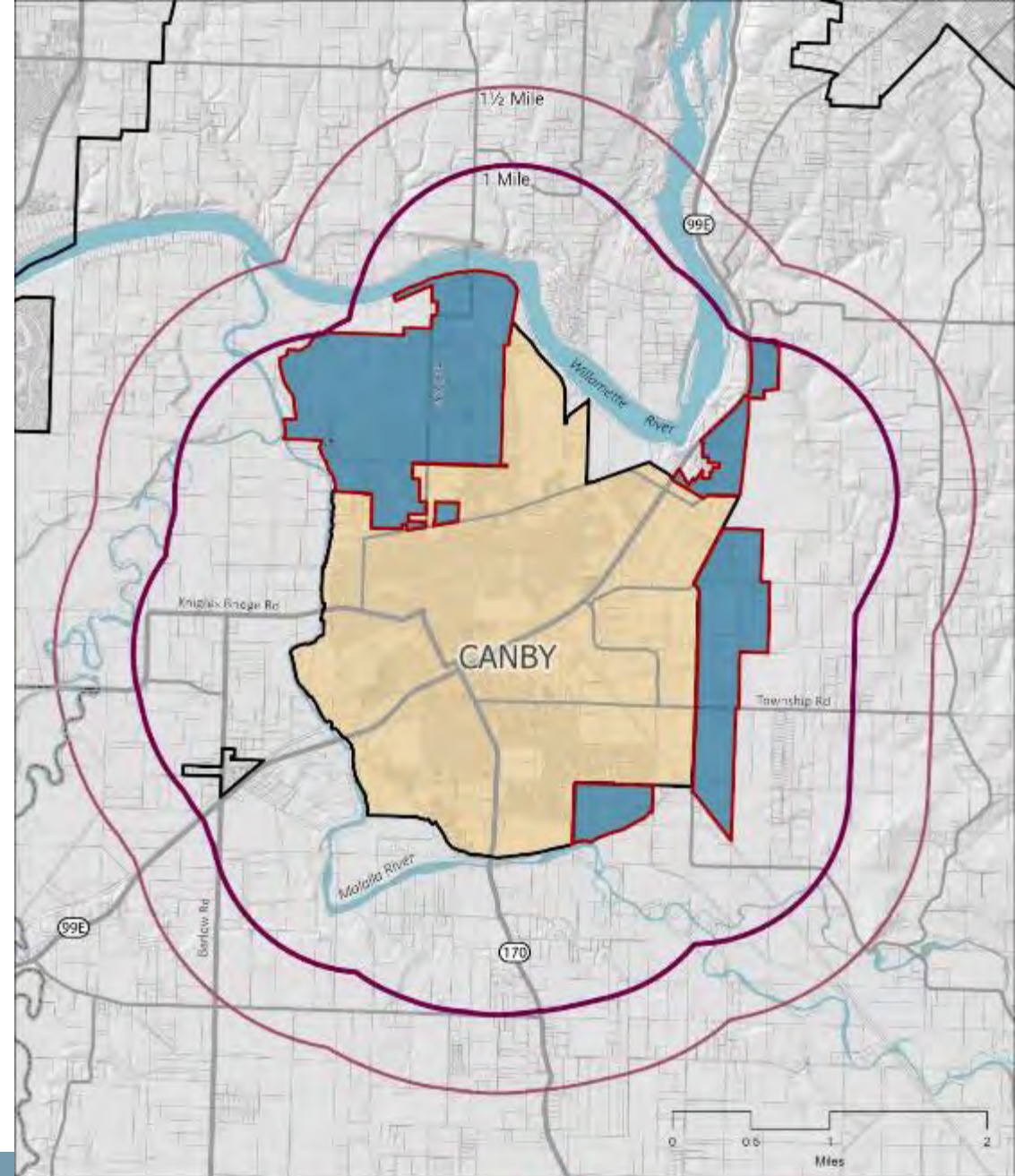
- Efficiency measures in Area J that reduce commercial land need
- Right-of-way for public facilities and infrastructure land need
- Updated park land need
- Optional neighborhood serving commercial land need

Land Use	Land Need
Residential	102.5 acres
<i>*Housing and infrastructure</i>	73.1 acres
Parks	25.7 acres
Neighborhood Commercial	3.7 acres
Employment (primarily industrial; 0.70 acres commercial)	439.2 acres
Total UGB Expansion Land Need	541.7 acres

*Mandatory to accommodate entire residential need.

Final Study Area

Subarea	Number of Tax Lots	Total Acres (Gross)
1a	49	115.9
1b	16	50.0
1c	14	34.3
2	1	13.0
3	3	60.8
4	3	27.8
5	26	392.5
6	60	345.8
7	3	40.5
8	19	228.0
9	2	112.0
10	5	95.9
11	7	39.0
Total	208	1,555.3



UGB Expansion Recommendation

Suitable Lands

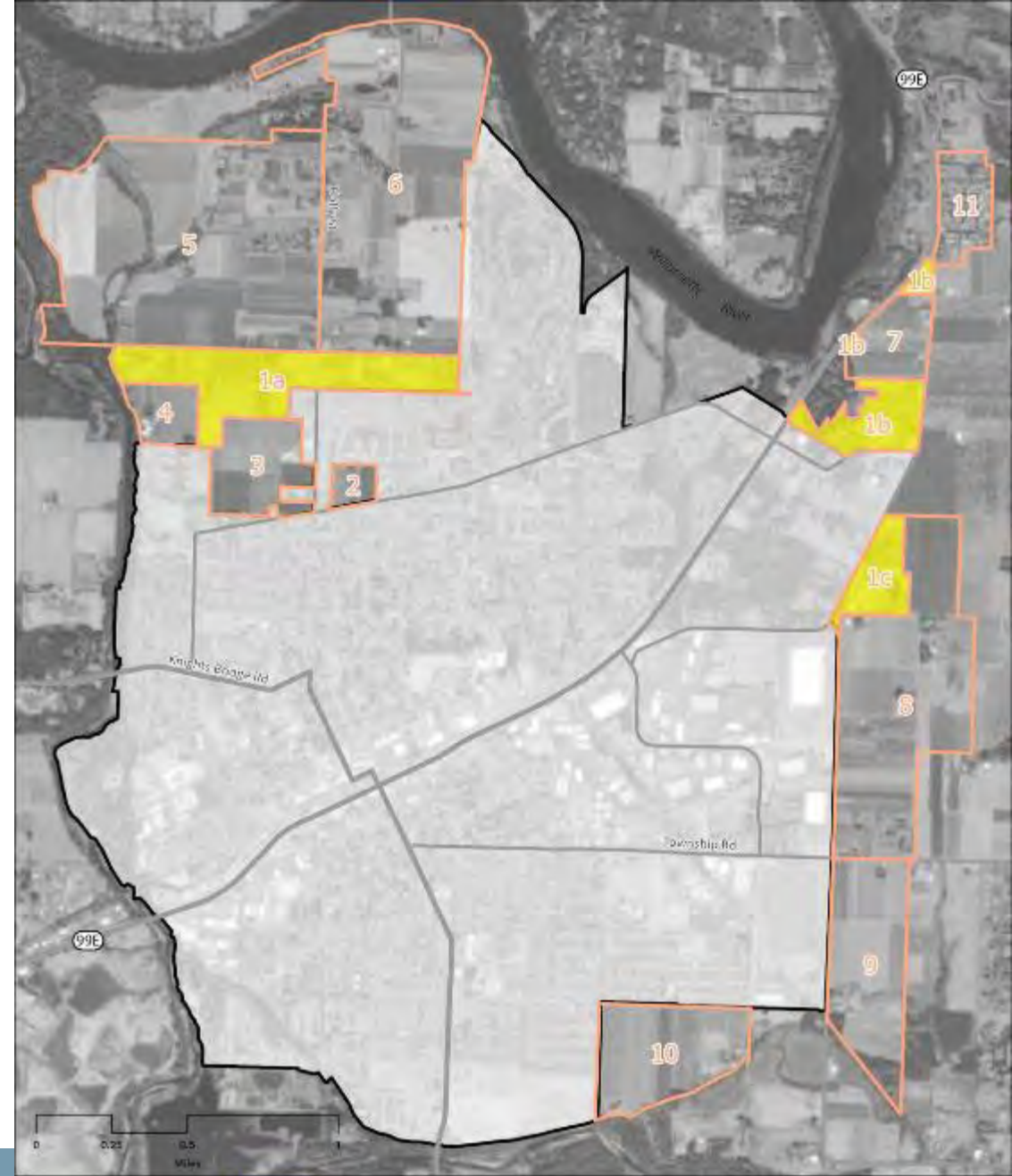
Suitability criteria are defined in OAR 660-024-0067(5)(a-g):

- Parcelization: land consisting primarily of parcels 2-acres or less in size
- Existing development patterns: land that cannot be reasonably redeveloped or infilled within the planning period due to the location of existing structures and infrastructure
- Land that could have been excluded from the Preliminary Study Area, but was included pending more detailed analysis
- Land subject to Goal 5 protections
- For industrial uses, land that is over 10 percent slope or is smaller than 5 acres
- For industrial uses, land that cannot be improved to provide a specific site characteristic
- Land subject to a conservation easement
- Land committed to a use, such as public park, church, school, cemetery, or airport

Priority #1: Exception Lands

Subareas 1a, 1b, 1c

- 115.9 acres in subarea 1a is sufficient to accommodate the entire residential (73.1 acres) + nearly all of the park (25.7 acres) + neighborhood commercial (3.7 acres) need.
- Subareas 1b and 1c will need to accommodate industrial development.



Subarea	1a	1b	1c
Acreage	116	50	34

Subarea 1a

- 115.9 acres
- Exception land/1st priority for UGB expansion
- Suitable for residential use
- Can accommodate entire residential land need

Recommendation: Add 73.1 acres for residential use.

Recommendation: Add up to 25.7 acres for park use.

Recommendation: Add up to 3.7 acres for allowed neighborhood commercial use.

Subarea 1b and 1c

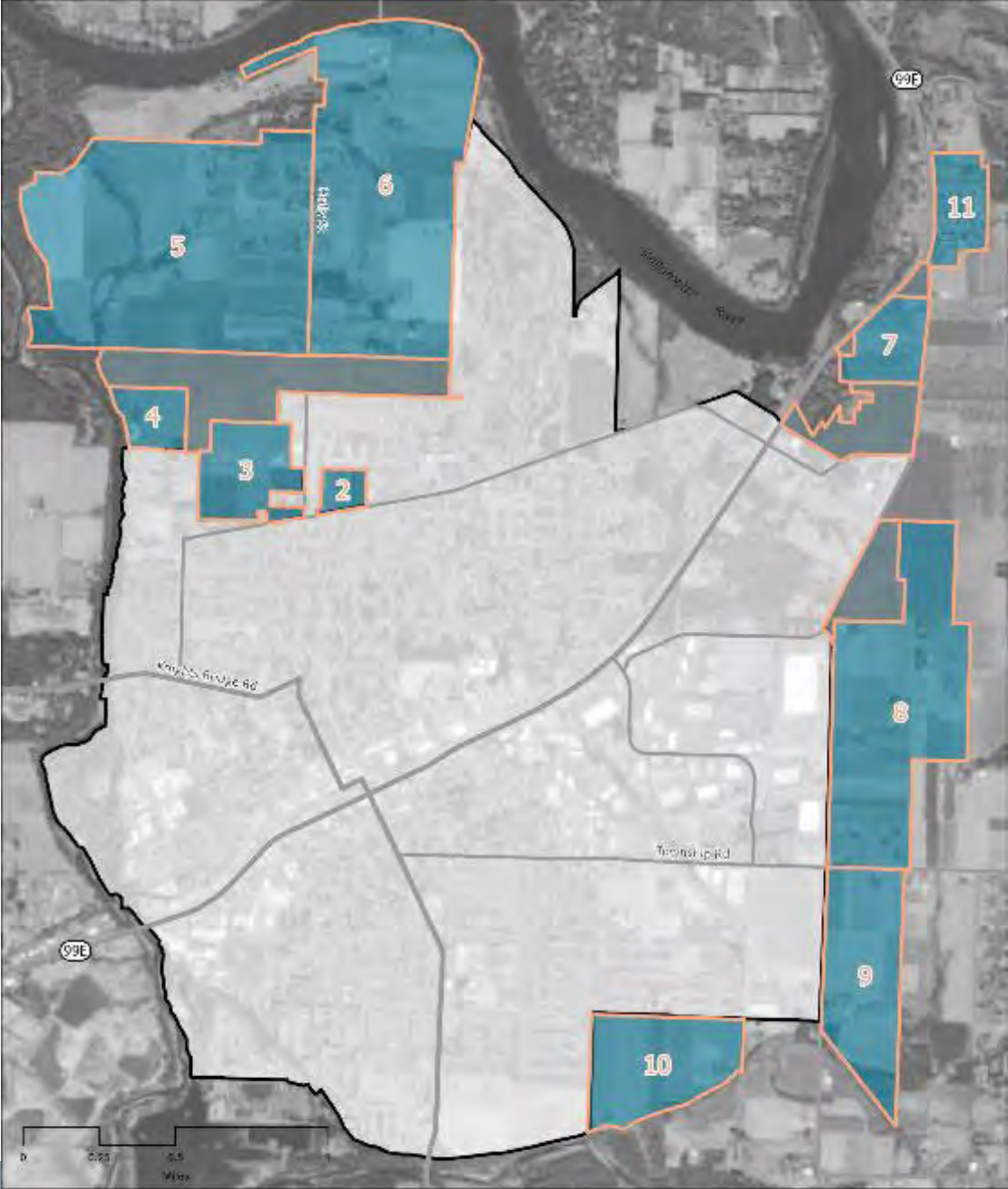
- 1b: 50.0 acres; 22.8 suitable acres (industrial)
- 1c 34.3 acres; 2.7 suitable acres (industrial)
- Exception land/1st priority for UGB expansion
- Suitable for residential or employment uses, but entire residential need is accommodated in Subarea 1a

Recommendation: Add 84.3 acres (25.5 suitable acres) for employment.

Priority #4: High-Value Farmland

Subareas 2-11

- Subareas 7, 8, 9 – add to UGB for industrial use.
- Subareas 4, 5, 6, 10, 11 – do not add to UGB.
- Subareas 2, 3 – do not add to UGB through this UGB amendment.



UGB	Subarea	1	2	3	4	5	6	7	8	9	10	11
Subareas	Acreege	200	13	61	28	392	346	41	228	112	96	39

Subarea 2

- 13.0 gross acres; 13.0 suitable acres (residential)
- 4th (next) priority for UGB expansion
- Suitable for residential use, but entire residential need is accommodated in Subarea 1a

Recommendation: Pursue addition of Subarea 2 to the UGB through a Goal 3, 11, and 14 irrevocable committed exception process at a future date.

Subarea 3

- 60.8 gross acres; 60.8 suitable acres (residential)
- 4th (next) priority for UGB expansion
- Suitable for residential use , but entire residential need is accommodated in Subarea 1a

Recommendation: Pursue addition of Subarea 3 to the UGB as part of a future amendment through goal exception or standard Goal 14 analysis.

Subarea 4

- 27.8 gross acres; 27.8 suitable acres (residential)
- 4th (next) priority for UGB expansion
- Suitable for residential use
- Swan Island Dahlia Farm is an important social, cultural, and economic institution

Recommendation: Do not add any land from Subarea 4 into the Canby UGB.

Subarea 5

- 392.5 acres; 226.6 suitable acres (residential)
- 4th (next) priority for UGB expansion
- Suitable for residential use , but entire residential need is accommodated in Subarea 1a

Recommendation: Do not add any land from Subarea 5 into the Canby UGB.

Subarea 6

- 345.8 acres; 315.6 suitable acres (residential)
- 4th (next) priority for UGB expansion
- Suitable for residential use , but entire residential need is accommodated in Subarea 1a

Recommendation: Do not add any land from Subarea 6 into the Canby UGB.

Subarea 7

- 40.5 acres; 38.5 suitable acres (industrial)
- 4th (next) priority for UGB expansion
- Suitable for residential or employment uses
- Adjacent to Subarea 1b

Recommendation: Add subarea 7 to accommodate 38.5 acres of employment land need.

Subarea 8

- 227.9 acres; 192.9 suitable acres (industrial)
- 4th (next) priority for UGB expansion
- Suitable for employment uses

Recommendation: Add subarea 8 to accommodate 192.9 acres of employment land need.

Subarea 9

- 112.0 acres; 68.0 suitable acres (industrial)
- 4th (next) priority for UGB expansion
- Suitable for employment uses

Recommendation: Add subarea 9 to accommodate 68.0 acres of employment land need.

Subarea 10

- 95.9 acres; 90.1 suitable acres (industrial)
- 4th (next) priority for UGB expansion
- Suitable for residential or employment uses, but entire residential need is accommodated in Subarea 1a

Recommendation: Do not add any land from Subarea 10 into the Canby UGB at this time as it would have to be designated for employment uses. Add Subarea 10 to the UGB in a future amendment when the City can determine if residential or employment is the preferred use.

Subarea 11

- 39.0 acres
- 4th (next) priority for UGB expansion
- Currently built out with manufactured home park and cemetery
- Suitable for residential use, but entire residential need is accommodated in Subarea 1a

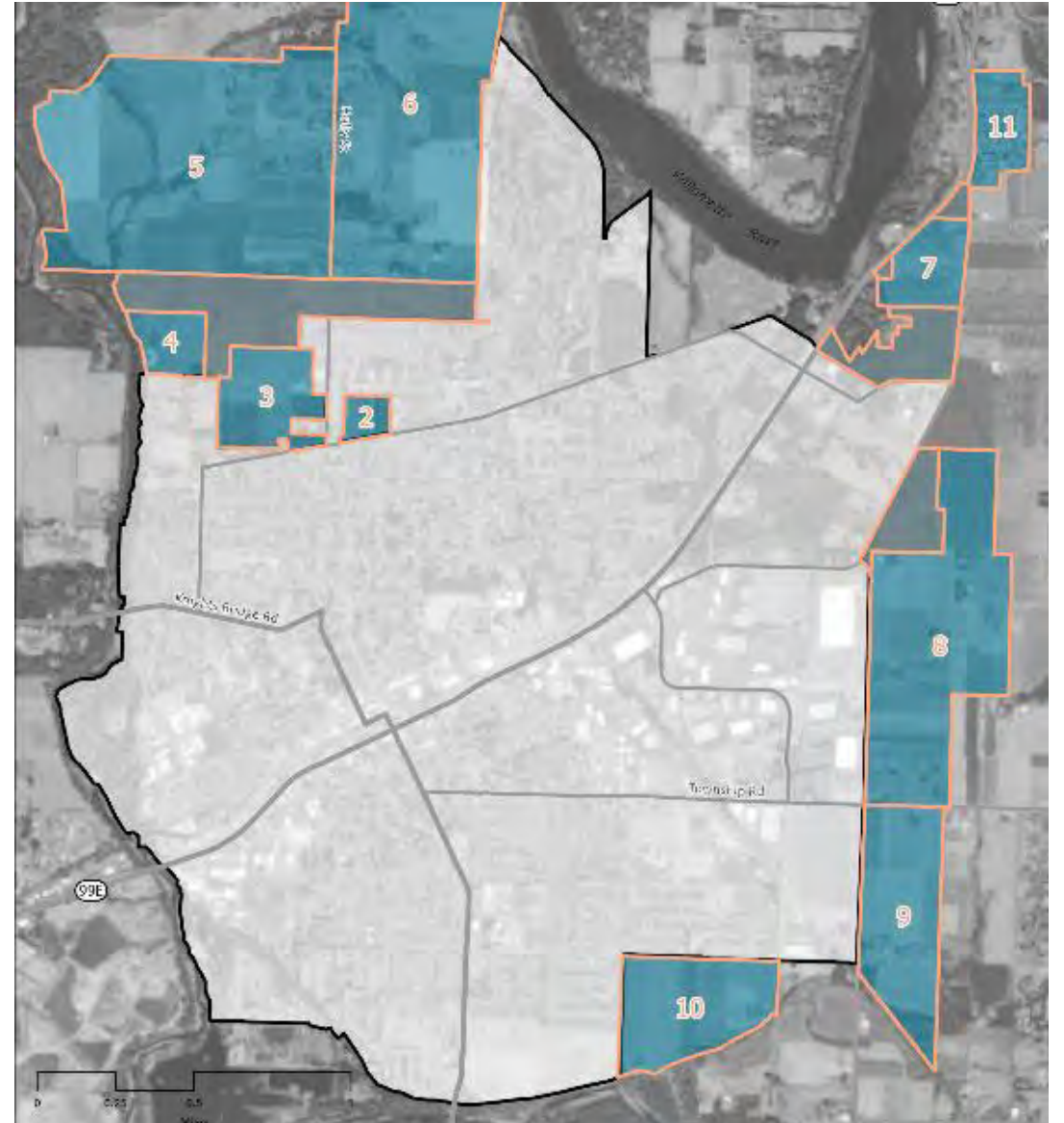
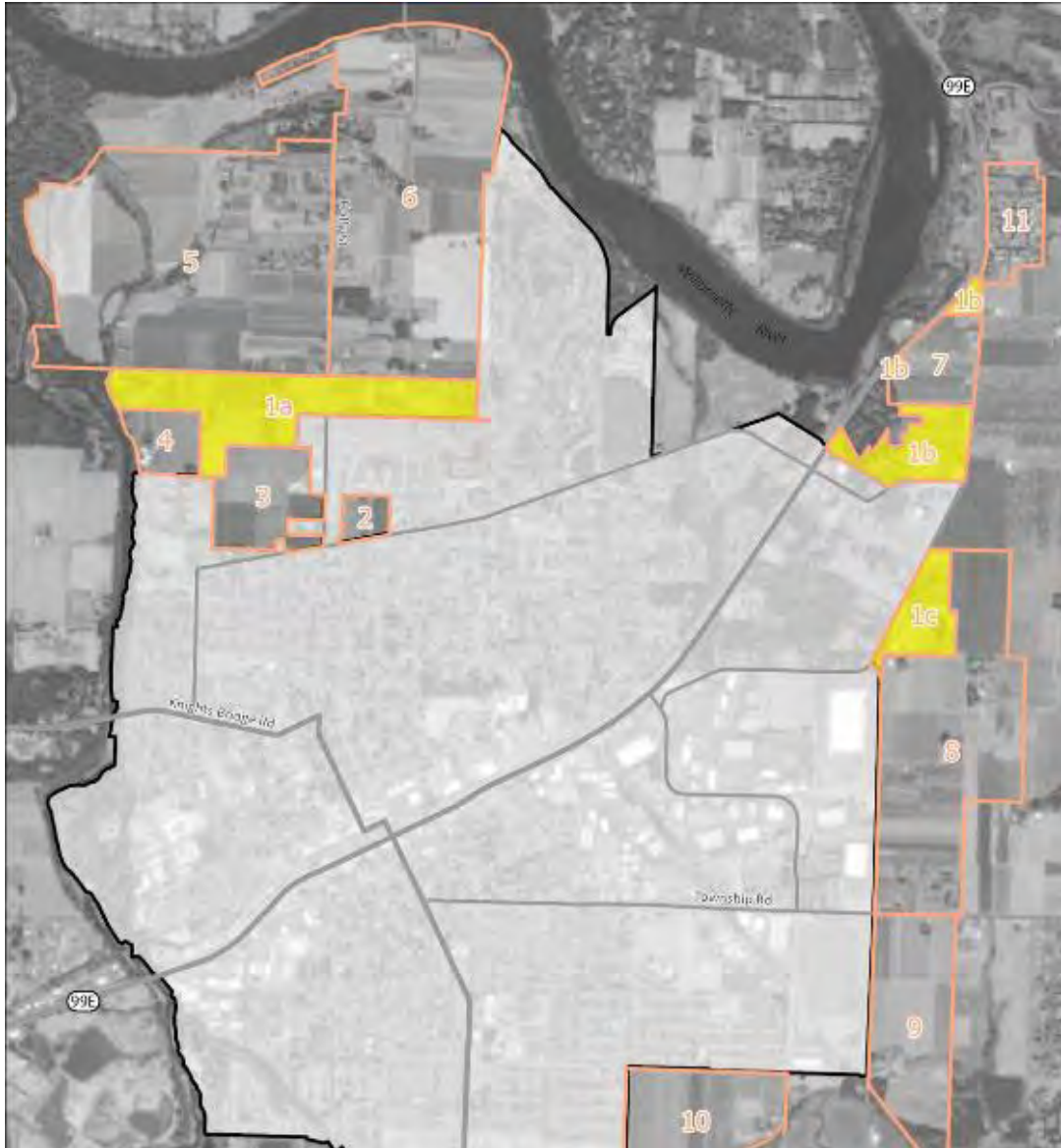
Recommendation: Do not add any land from Subarea 11 into the UGB.

UGB Recommendation

- Total 20-year land need = up to 541.7 acres
- UGB amendment recommendation: 580.6 gross acres; 427.4 suitable acres

Subarea	Gross Acres	Gross UGB Acres	Suitable Residential Acres	Suitable Nhbhd Comm Acres	Suitable Park Acres	Suitable Employment Acres	Total Suitable Acres
1a	115.9	115.9	73.1	Up to 3.7	Up to 25.7		102.5*
1b	50.0	50.0				22.8	22.8
1c	34.3	34.3				2.7	2.7
2	13.0						
3	60.8						
4	27.8						
5	392.5						
6	345.8						
7	40.5	40.5				38.5	38.5
89	227.9	227.9				192.9	192.9
9	112.0	112.0				68.0	68.0
10	95.9						
11	39.0						
TOTAL	1,555.3	580.6	73.1	Up to 3.7	Up to 25.7	324.9	427.4

*City decisions about neighborhood-serving commercial and park land will determine the total amount of land included in Subarea 1a.



Upcoming Activities

June – December 2026

- Property Owner Listening Session
- Community Summit
- City Adoption
- County Adoption
- State Acknowledgement

Thank you!





City of Canby

Urban Growth Boundary Expansion

Report

May 2026 Draft

3J CONSULTING
CITY PLANNING | WATER RESOURCES | COMMUNITY PLANNING

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Executive Summary

The City of Canby has experienced consistent population increases over the last 20 years, prompting a series of analyses to identify economic and residential growth trends and opportunities. These are documented in the Canby 2023 Economic Opportunity Analysis (EOA), and 2024 Housing Needs Analysis (HNA). The analyses identify a land deficit to accommodate 20 years of growth within the current Urban Growth Boundary (UGB). The preliminary land need was 545.6 acres, including: 73.1 acres of residential land need identified in the HNA and 3.7 acres of associated neighborhood commercial land need, 446.8 acres of employment land need identified in the EOA, and 25.7 acres of park land need based on the City’s aspirational level of service.

Land use efficiency measures reduced the employment need to 439.2 acres resulting in a total land need of 541.6 acres, as shown in Table ES1.

Table ES1. Canby Residential and Employment Land Need

Land Use	Land Need
Residential (including public facilities)	73.1 acres
Neighborhood Commercial	3.7 acres
Parks	25.7 acres
Employment (including commercial and industrial properties and public facilities)	439.2 acres
Total Preliminary UGB Expansion Land Need	541.7 acres

In compliance with the policy framework in the State of Oregon, the City has initiated the process for a UGB expansion to accommodate the 20-year land need. Following Oregon Administrative Rules (OARs), the City created a Preliminary Study Area where all lands within a one-and-a-half-mile radius were considered for the expansion of the UGB. After excluding certain lands from the Preliminary Study Area that were not appropriate for an urban level of service or use, the Study Area contained 1,516 acres.

Once the final Study Area was established, the City followed State rules to prioritize lands within the Study Area for inclusion in the proposed UGB expansion. First priority lands include non-resource, and exception lands that are not designated as rural reserves.

The next priorities for UGB inclusion are low value farmland followed by high value farmland. The City values farmland as an important resource in the region and understands that farmland is of great significance to the State economy. State rules dictate a process for establishing farmland value based on soil types and capability class. The Canby UGB expansion analysis determined that nearly all of the 1,355 acres of non-exception land within the Study Area is high value farmland, and therefore of equal priority for inclusion in the UGB expansion.

Since the 1,355 acres of non-exception land within the Study Area exceeds the remaining 329 acres of land need, State rules require a Goal 14 boundary location analysis to determine what land will be included in the UGB expansion. Goal 14 Boundary Location Factors include: efficient accommodation of the identified land need; orderly and economically sound provision of public facilities and services; comparative environmental, energy, economic, and social consequences of expansion lands; and compatibility of expansion lands with surrounding and nearby agricultural and forest activities.



Urban Growth Boundary Amendment Recommendation

First Priority: Exception Lands

In accordance with OAR 660-024-0067(2)(a), urban reserves, exception lands, and non-resource lands are the highest priority for inclusion into the UGB. Canby does not have any acknowledged urban reserves. The Study Area contains areas of exception lands and non-resource lands which are described as subareas 1a, 1b, and 1c. There is a gross total of 200.1 acres of exception land all with existing County zoning designation of Rural Residential Farm Forest 5-Acre (RRFF5).

Subareas 1a, 1b, and 1c are the first lands to be brought into the Canby UGB. The City recommends the following for each first priority subarea.

Subarea 1a

Located in the northwest portion of the Study Area, the 115.9 “suitable” acres in Subarea 1 are more than enough land to accommodate the entire 73.1 acres of residential need, 3.6 acres of associated neighborhood commercial, and 25.7 acres of park land. The City will need to decide how many acres of park need will be accommodated in this subarea. Any remaining lands will be left out of the Canby UGB as the area is unsuitable for employment uses.

Recommendation: Add 73.1 acres from Subarea 1a to the UGB to accommodate the entire residential land need from tax lots:

Recommendation: Add up to 25.7 acres of park land from Subarea 1a to the UGB.

Recommendation: Add up to 3.6 acres of neighborhood-serving commercial land from Subarea 1a to the UGB.

Subareas 1b and 1c

Since the City’s entire residential need is accommodated in Subarea 1a, the 22.8 acres in Subarea 1b and 2.7 suitable acres will need to be brought in as employment lands.

Recommendation: Add Subareas 1b and 1c to the UGB to accommodate 25.5 acres of employment land need.

Fourth Priority: High Value Farmland

The following subareas are candidates to accommodate some or all of the remaining employment land need 413.7 acres. The City recommends the following for each first priority subarea.

Subarea 2

Located entirely within city limits, the 13.0 acres in Subarea 2 are suitable for residential development. It has the potential to tie into existing Canby transportation, water, sewer, and stormwater infrastructure. Residential development in Subarea 2 would promote good urban form and the parcels that surround it have been developed as residential subdivisions. However, the City’s entire residential land need is accommodated in Subarea 1a.

It is possible for the City to add Subarea 2 to the UGB through a Goal 3, 11, and 14 irrevocably committed exception process. An “irrevocably committed” exception does not require demonstration of land need; instead, it can be added to the UGB because it is irrevocably committed to urban uses. OAR 660-004-0028 contains criteria for this type of exception.

If the City uses a goal exception to add this subarea before or at the same time as the larger UGB amendment, the UGB expansion report would need to factor in the 13 acres of land provided here, reducing the land needed in other subareas.



Recommendation: Pursue addition of Subarea 2 to the UGB through a Goal 3, 11, and 14 irrevocably committed exception process at a future date.

Subarea 3

Surrounded on three sides by Canby city limits and adjacent to residential development, 60.8 acres in Subarea 3 are suitable for residential development. It has the potential to tie into the existing transportation, water, sewer, and stormwater infrastructure, with some transportation connectivity limitations to the south. However, the City's entire residential land need is accommodated in Subarea 1a.

Subarea 3 is located between the existing UGB and part of subarea 1a. The City could rely on OAR 660-024-0067(3)(a) regarding the inclusion of "small" priority 4 areas in a UGB:

(3) Notwithstanding section (2)(c) or (d) of this rule, land that would otherwise be excluded from a UGB may be included if:

(a) The land contains a small amount of third or fourth priority land that is not important to the commercial agricultural enterprise in the area and the land must be included in the UGB to connect a nearby and significantly larger area of land of higher priority for inclusion within the UGB; or

Subarea 1a lies north of the Holly Street Development Concept Plan Area boundary and appears to be serviceable by sewer and water line extensions in the Holly Street right of way, which is already inside the UGB. If the City can make an argument that parts of Subarea 3 are needed to connect to parts of Subarea 1a due to the need for efficient development patterns and infrastructure extensions, a portion of subarea 3 could be added to the UGB.

However, given the City's plans for utilities in Holly Street extending up to 22nd Avenue, as described in the Holly Street Development Concept Plan, this may not be possible.

If all of Subarea 1a is added to the UGB, Subarea 3 would become a "hole" in the UGB. In future UGB amendments, it is likely that subarea 3 would be added to the UGB either through a goal exception or because it will be highly suitable based on a Goal 14 analysis.

If the City uses a goal exception to add this subarea before or at the same time as the larger UGB amendment, the UGB expansion report would need to factor in the 61 acres of land provided here, reducing the land needed in other subareas.

Recommendation: Pursue addition of Subarea 3 to the UGB as part of a future amendment either through a goal exception or Goal 14 analysis.

Subarea 4

Subarea 4 (27.8 acres) is home to Swan Island Dahlia Farm, which is an important social, cultural, and economic institution in Canby with farm and commercial operations. It requires more urban standard roadway upgrades in the existing UGB to provide accessible, safe, and convenient multimodal access to essential destinations in the established portion of Canby. It does not have good access to existing infrastructure.

Recommendation: Do not add any land from Subarea 4 into the Canby UGB.

Subarea 5

Of the 392.5 acres in Subarea 5, 266.6 acres are suitable for residential development, but not currently ready for efficient residential development since the subarea is not adjacent to Canby's city limits. It has potential to connect into the existing Canby transportation infrastructure, but not as well as Subareas 2 or 3 as more urban standard roadway upgrades would be required. It



does not have good access to existing infrastructure. In addition, the City's entire residential land need is accommodated in Subarea 1a.

Recommendation: Do not add any land from Subarea 5 into the Canby UGB.

Subarea 6

315.6 of the 345.8 acres in Subarea 6 are suitable for residential development. The eastern portion of the subarea abuts Canby city limits and is adjacent to residential development so it would promote good urban form. It has good potential to tie into existing transportation infrastructure with multiple north-south travel routes but would require urban standard roadway upgrades. It has access to water, sewer, and stormwater infrastructure. However, the City's entire residential land need is accommodated in Subarea 1a. However, the City's entire residential land need is accommodated in Subarea 1a.

Recommendation: Do not add any land from Subarea 6 into the Canby UGB.

Subarea 7

Subarea 7 is 40.5 acres and includes 40.3 acres are suitable for industrial development. It does not currently abut city limits but is surrounded by exception land (Subarea 1b) that will be brought into the UGB for employment uses as described above. Connectivity to established infrastructure in the existing UGB to the southwest is limited by the need for significant urban upgrades along Haines Road and at the OR 99E intersection with Haines Road. It will require utility extensions through Subarea 1b for water and sewer infrastructure.

Recommendation: Add Subarea 7 to the UGB to accommodate 40.3 acres of employment land need.

Subarea 8

192.9 of the 227.9 acres in Subarea 8 are suitable for industrial development. The western boundary of Subarea 8 abuts city limits and northern boundary abuts Subarea 1c. It is adjacent to industrial development and farm uses. Subarea 8 has strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E. Subarea 8 has access to existing or planned water and sewer services, but there is no existing stormwater infrastructure.

Recommendation: Add Subarea 8 to the UGB to accommodate 192.9 acres of employment land need.

Subarea 9

Of the 112.0 acres in Subarea 9, 68.0 are suitable for industrial development. The western boundary of Subarea 9 abuts city limits. It is adjacent to industrial development and farm uses. Subarea 9 has strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E. Subarea 9 has access to existing or planned water and sewer services, but there is no existing stormwater infrastructure.

Recommendation: Add Subarea 9 to the UGB to accommodate 68.0 acres of employment land need.

Subarea 10

Subarea 10 has 90.1 acres suitable for industrial development and ready for efficient urban development as it abuts Canby city limits to the north and west. It has strong potential to tie into transportation infrastructure with limited urban upgrades. The subarea has existing or planned water, sewer, and stormwater infrastructure. It's adjacent to residential development, farm uses, and the Canby Rod & Gun Club property.



Recommendation: Do not add any land from Subarea 10 into the Canby UGB at this time as it would have to be designated for employment uses. Add Subarea 10 to the UGB in a future amendment when the City can determine if residential or employment is the preferred use.

Subarea 11

The 39.0 acres in Subarea 11 is not ready for efficient urban development. The subarea contains a manufactured home park and cemetery, leaving very little buildable land. Connectivity to transportation infrastructure to the southwest is limited by the need for significant urban upgrades along Haines Road and at the OR 99E intersection with Haines Road. Existing infrastructure is not suitable for more intensive development and would require utility extensions.

Recommendation: Do not add any land from Subarea 11 into the Canby UGB.

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1. Introduction

Population increases in Canby, Clackamas County, and Oregon have remained steady for the past 20 years. According to Portland State University’s Population Research Center (PRC), the trend will continue. The 2022 PRC forecast for Canby shows the population within Canby’s Urban Growth Boundary (UGB) increasing by approximately 6,000 new residents by the year 2043, bringing the total to nearly 25,000.

Canby’s 2023 Economic Opportunities Analysis (EOA) identifies a deficit of 446.8 acres to meet employment land needs through 2043, including land for infrastructure. This number is reduced to 439.2 acres through efficiency measures. The City’s Housing Needs Analysis (HNA) identifies a need for 73.1 acres, including land for infrastructure, schools, and other public facilities. The City has added 3.7 acres to the residential land need for neighborhood commercial use to service residential development. The City identified a need of 25.7 acres for parks based in part on the City’s aspirational level of service (LOS) in the adopted 2022 Comprehensive Parks and Recreation Master Plan. The combined estimate is for 541.7 acres to meet the City’s 20-year land need.

This Urban Growth Boundary Expansion Report follows the guidance provided by Statewide Planning Goal 14: Urbanization, which incorporates the requirements of ORS 197A.300 to 197A.325 Amendment of Urban Growth Boundary Outside Metro. The report answers the following questions to justify an urban growth boundary (UGB) expansion for Canby: Is any additional land needed for one or more urban uses, and if so, how much? If additional land is needed, how much can be accommodated within the current UGB? If additional land is needed outside the UGB, where is the best place to expand the boundary? What other amendments are needed to comply with the Statewide Planning Goals?

The Canby UGB Expansion Report provides information to meet the following steps in the UGB expansion process:

1. Establish Land Need
2. Establish Study Area
3. Analyze Study Area
 - a. Establish Parcel Prioritization
 - b. Apply Suitability Analysis
 - c. Apply Goal 14 Location Factors
4. Evaluate Urbanization Potential

Policy Framework

Statewide Planning Goal 14: Urbanization guides UGB expansions in Oregon. The purpose of Goal 14 is “to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.”

To amend a UGB, a city must complete a boundary location analysis, comparing alternative locations and considering which addition to the UGB will result in the most accommodating and cost-effective boundary, while creating the fewest conflicts with neighboring land uses, and causing the fewest negative environmental and economic impacts.

Through discussions with staff from the Department of Land Conservation and Development (DLCD), the City determined that the Standard Method for UGB expansions best suits Canby.



The Standard Method is governed by Oregon Administrative Rule (OAR) 660-024. The rule regulates how to establish a Study Area to evaluate land for inclusion in the UGB and the priority of land for inclusion in the UGB. In addition, the four boundary location factors of Goal 14 must be applied.

Canby has also enrolled in the Sequential Method for UGB expansions. Oregon Administrative Rule (OAR) 660-025-0185 and Oregon Revised Statutes (ORS) 197.626(3) govern the Sequential Method. This allowed the City to adopt the EOA and HNA in advance of a UGB expansion.

The 1992 Clackamas County – City of Canby Urban Growth Management Agreement (UGMA, Appendix A) establishes a site-specific Urban Growth Management Boundary (UGMB) that includes unincorporated land within Canby's UGB, and procedures for City and County governance of the unincorporated areas within the UGMB. The UGMA does not stipulate any specific procedure for amending the UGMA and/or the UGMB other than a general description of planning and coordination responsibilities.

Relevant Clackamas County Comprehensive Plan, Land Use: Urbanization policies include:

4.A.2 Coordinate with affected cities in designating urban areas outside of Metro. Land designated as a Rural Reserve, as shown on Map 4-9, shall not be designated as an Urban Reserve or added to an urban growth boundary. The following areas may be designated as Urban:

- 4.A.2.1 Land needed to accommodate 20 years of future urban population growth.
- 4.A.2.2 Land needed for increased housing, employment opportunities and livability from both a regional and subregional view.
- 4.A.2.3 Land to which public facilities and services can be provided in an orderly and economic way.
- 4.A.2.4 Land which insures efficient utilization of land within existing urban areas.
- 4.A.2.5 Land which is best suited for urban uses based on consideration of the environmental, energy, economic and social consequences.
- 4.A.2.6 Agricultural land only after considering retention of agricultural land as defined, with Class I having the highest priority for retention and Class VI the lowest priority.
- 4.A.2.7 Land needed after considering compatibility of proposed urban uses with nearby agriculture activities.
- 4.A.2.8 Land where the strategic location of employment and living opportunities can minimize commuting distance, traffic congestion, pollution and energy needs.

4.A.3 Land use planning for urban areas shall integrate all applicable policies found throughout the Plan including the following:

- 4.A.3.1 Locate land uses of higher density or intensity to increase the effectiveness of transportation and other public facility investments.
- 4.A.3.2 Encourage infilling of Immediate Urban Areas with a minimum of disruption of existing neighborhoods (see infill policies in the Housing Chapter).
- 4.A.3.3 Enhance energy conservation and transportation system efficiency by locating opportunities for housing near work and shopping areas.



4.A.3.4 Integrate developments combining retailing, office, and medium and high density housing at places with frequent transit service and pedestrian facilities.

4.A.4 Establish Urban Growth Management Areas and Urban Growth Management Agreements to clarify planning responsibilities between the County and cities for areas of mutual interest.

4.A.5 Establish agreements with cities and service districts to clarify service and infrastructure responsibilities for areas of mutual interest.

The Canby Comprehensive Plan also governs UGB expansions and implements the UGMA. The Urban Growth Element of Canby's Comprehensive Plan¹ includes two 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.

Relevant Canby Comprehensive Plan, Urban Growth Element policies include:

1.1 Coordinate growth and development plans with Clackamas County as defined in the Clackamas County-City of Canby Urban Growth Management Agreement (UGMA), and other government and tribal agencies.

Strategies

- 1.1.1 Periodically review and update the UGMA. Proposed changes to the urban growth management area shall be based upon an analysis of both short-term and long-term need for urban expansion in accordance with state law. This area, lying immediately outside 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.
- 1.1.2 Comprehensive Plan changes for the unincorporated areas within the Urban Growth Management Boundary will be coordinated City-County planning efforts.
- 1.1.3 Take an active role in the land use planning and development process for lands located in the urban growth management area. Intergovernmental agreements with Clackamas County will be used for planning, land division, land uses, and management of land uses and provision of public facilities and services within the area of interest.
- 1.1.4 Provide timely notice to DLCD of annexation and UGB amendments, as required in OAR 660-018.

1.2. Use accepted growth management techniques in a manner that will implement the Comprehensive Plan vision, goals, and policies.

Strategies

- 1.2.1 Update and amend the Urban Growth Boundary when conditions satisfy adopted local and state standards for urban growth boundary amendments.
- 1.2.2 Areas eligible for annexation should be located within the Canby Urban Growth Boundary and contiguous to the existing city limits.

¹ The Canby Comprehensive Plan is currently being updated but will continue to implement the UGMA.



1.2.3 An adequate quantity and quality of urban services must be available to serve the subject site, or have evidence that it is feasible that adequate urban services can be made available within a reasonable period of time after annexation. Increased levels of urban service shall not place unreasonable burdens on the service providers or existing users.

An adequate level of urban services shall be defined as:

- Municipal sanitary sewer and water service
- Power and other private utility service
- Multimodal roads with an adequate design capacity for the proposed use and projected future uses
- Police and Fire
- School facilities and services

The burden of providing the above findings is placed upon the applicant.

1.2.4 Where such public facilities as sewer and water lines are provided within a road right-of-way, annexation should be encouraged simultaneously on both sides of the road to assure maximum efficiency in the use of those services and to reduce development costs.

1.3 Ensure the efficient and effective provision of infrastructure to serve newly annexed areas.

Strategies

1.3.1 Canby’s Annexation Development Map should continue to require Development Concept Plan (DCP) for properties for annexed properties to ensure adequate city infrastructure and development patterns.

Process Overview

The UGB Expansion project commenced in January 2023. A Project Advisory Committee (PAC) convened to guide the process and make recommendations for Planning Commission and City Council consideration. The PAC met 6 times as of June 2026. All meetings were noticed and open to the public, The PAC reviewed the Preliminary and Final UGB Study Area, parcel prioritization, draft Goal 14 Boundary Location Analysis, and the revised Goal 14 Analysis with UGB expansion recommendation.

The PAC is made up of the following representatives:

<ul style="list-style-type: none"> • Mayor Brian Hodson • City Councilor Jason Padden • Jason Bristol • Kari Duncan • Matt English • Dan Ewert • Tony Helbling • Hether Hill 	<ul style="list-style-type: none"> • Sam Johnston • Ray Keen • Ron LeBlanc • Mitch Magenheimer • Sarah Magenheimer • Ethan Manuel • Mindy Montecucco 	<ul style="list-style-type: none"> • Cindy Moore • Susan Myers • Kirk Olsen • Jennifer Patterson • Tom Scott • Audrey Traaen • Ben Wiley
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The Technical Advisory Committee (TAC) consists of City Department staff, county staff, and state agency representatives, as well as members of other transportation organizations. The TAC met 4 times as of June 2026. TAC members reviewed the final UGB Study Area, parcel prioritization, Land Use Efficiency Measures, draft Goal 14 Boundary Location Analysis, and the revised Goal 14 Analysis with UGB expansion recommendation.



The TAC is made up of the following representatives:

- Don Hardy, City of Canby
- Jerry Nelzen, City of Canby
- Ryan Potter, City of Canby
- Jeff Snyder, City of Canby
- Heidi Muller, Canby Area Transit
- Matt English, Canby Fire
- Karen Buehrig, Clackamas County
- Stephen Williams, Clackamas County
- Kelly Reid, DLCDC
- Seth Brumley, ODOT
- Debbie Martisak, ODOT Freight Mobility
- Avi Tayar, ODOT

Community Summits

At key milestones in the project. Community Summits engaged the public around a potential UGB expansion for Canby. At 2 of the 6 events a mapping activity gathered feedback from community members on the potential location of various land uses and residential densities throughout the study area. The mapping activity included information about known opportunities and constraints of land within the UGB Expansion Study Area and land use stickers were designed to mimic land use designations and with densities necessary to meet the forecasted need. It was also used to gain feedback from the community on needed improvements to local systems and infrastructure.

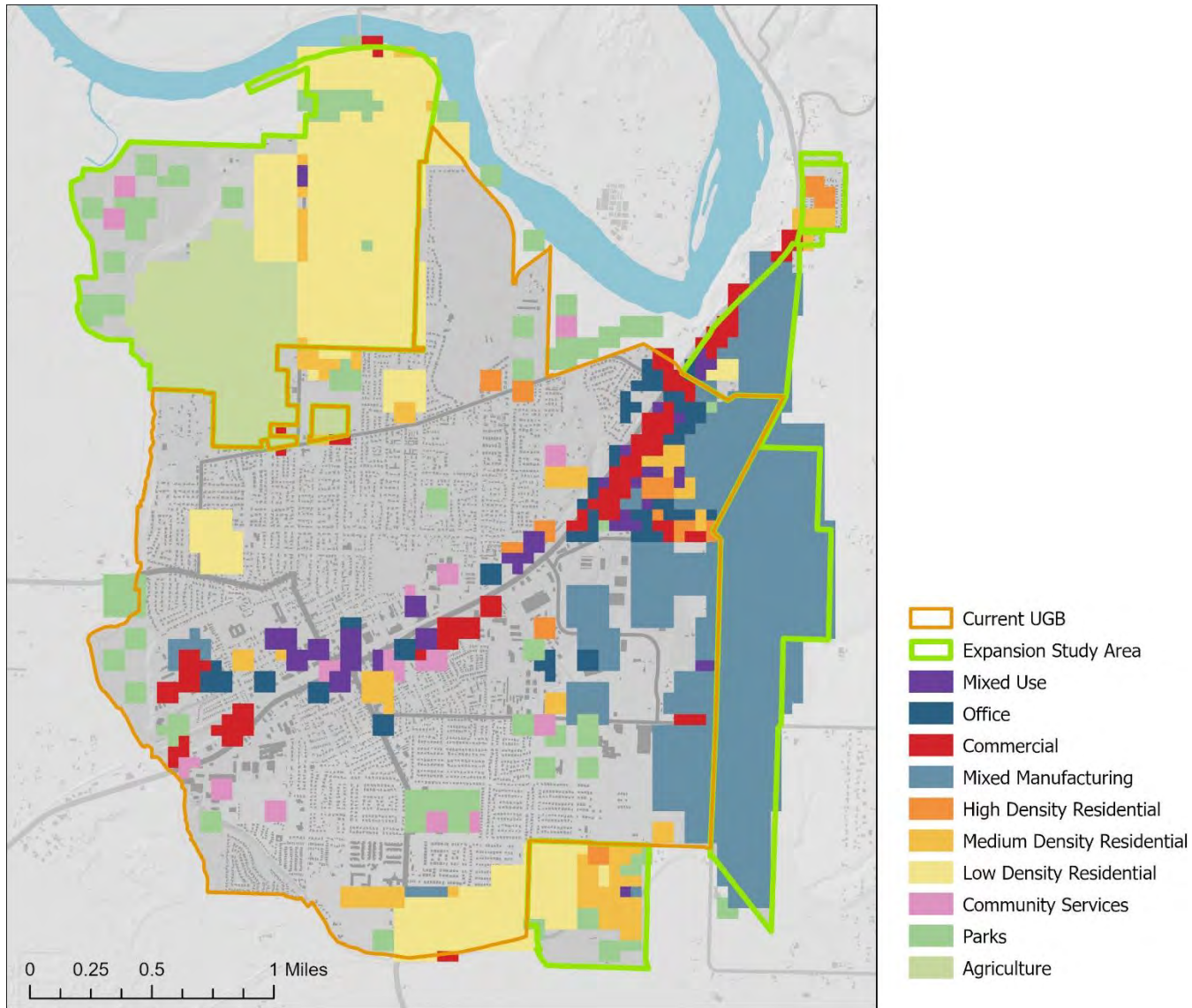
An online mapping activity was provided on the *Cultivating Canby* website for community members unable to attend an in-person summit. It asked participants to place “pins” where they would like to see different types of development occur. The map included both city boundaries and the UGB Study Area. Development patterns supported by participants were very similar to those indicated at the in-person summits.

- Community Summit #2 occurred in November of 2023 and hosted approximately 150 people.
- Community Summit #3 occurred in January of 2024 and hosted approximately 50 people
- Online mapping exercise garnered approximately 44 placements for desired development types from November of 2023 to February of 2024.

Figure 1 is a composite of land use vision maps created at Summits #2 and #3.



Figure 1. Cultivating Canby Summits Composite Map



Source: Canby Community Summits #2 and #3.



Summit participants spoke about preserving farmlands for the northwest portion of the UGB Study Area, specifically focusing on Swan Island Dahlias and associated nurseries. Participants generally located manufacturing and industrial uses in the eastern and southeastern nodes of the UGB Study Area. Participants placed commercial uses and mixed use development along Highway 99E. Participants also grouped office uses, commercial uses, high and medium density residential uses, and community services together. These clusters generally occurred in the eastern and southern regions of the city, moving into UGB Study Area nodes.

Participants identified street improvements, including the Walnut Street Extension and improvements to Highway 99E. They also advocated for the creation of Canby's "Emerald Necklace" to increase accessibility and convenience by connecting existing parks, trails, and greenways. Connecting the Logging Road Trail with Molalla River State Park was a goal of many community members. Participants also discussed traffic modifications, such as creating roundabouts, providing an overpass or underpass for Canby's train tracks, and creating a bypass around Canby.

Questionnaire respondents located low density residential in the northern region of the UGB Study Area and mixed use development along the Willamette River, near the Canby Ferry, as some wanted to see waterfront businesses with housing above. Respondents located mixed manufacturing and some office space in the eastern portion of the UGB Study Area. Medium and high density residential was located along Highway 99E, in downtown Canby, and in the southern portion of the UGB Study Area. Respondents added parks in the northern and southern regions of the city near housing developments, noting that parks should be connected to trails and other open spaces.

At Summit #4, community members viewed a presentation of the final Study Area and parcel prioritization. Summit #5 was designed to accommodate Canby's Spanish speaking community members and covered a wide range of topics including the potential UGB expansion. At Summit #6, community members reviewed and provided feedback on the revised Goal 14 Analysis and UGB expansion recommendation.

UGB Listening Sessions. The City hosted the first of three listening sessions in November 2023. The listening session provided an opportunity for property owners outside of city limits to ask questions about their properties and the overall process. To advertise for the first listening session, a postcard was sent out to addresses within the UGB Expansion Study Area, and approximately 50 people attended the first listening session. The City presented an overview of the UGB expansion process and maps of the Preliminary Study Area. The City also distributed a Frequently Asked Questions (FAQ) document to provide an overview of the UGB expansion process. The FAQ was updated to incorporate questions asked at the listening session and will continue to be updated throughout the project.

The second listening session was held in June 2024, where the City presented the final Study Area and parcel prioritization results. Property owners in the UGB Study Area asked more detailed questions about their properties due to a better understanding of parcel prioritization and a depiction of the Final Study Area.

At the third listening session, property owners reviewed and provided feedback on the revised Goal 14 Analysis and UGB expansion recommendation.



2. Establish Land Need

This chapter details the steps taken to establish Canby's land need:

- Analyze population growth forecast
- Identify residential land need
- Identify other land need, including parks, schools, and public facilities
- Identify employment land need
- Identify site characteristics of needed land

This analysis focuses on estimating the acres needed to accommodate the 20-year population forecast as set by the Portland State University Population Research Center (PRC). It addresses housing, employment, and additional factors including livability, parks, public facilities, and land and parcel suitability.

Population Growth Forecast

The land needed to accommodate the projected growth of residential and employment uses in the 20-year planning horizon is based on the official population forecast, housing type mix, and employment land needs identified in the City's adopted 2024 Housing Needs Analysis (HNA) and adopted 2023 Economic Opportunities Analysis (EOA). The EOA was adopted by City Council in September 2023 and the HNA was adopted by City Council in August 2024. Both studies were subsequently acknowledged by DLCDC.

These two studies used the 2022 population forecast prepared by PRC, which projected a population of 24,586 in 2043. This is an increase of 5,931 people from 2022, at an average annual growth rate of 1.3%. This growth rate is a larger population increase compared to Clackamas County as a whole.

Land Need: Residential and Public Facilities

The 2024 HNA states that population growth will require the addition of 2,286 new dwelling units between 2023 and 2043. The forecasted housing need of 2,286 dwelling units is partially addressed by 412 units currently in the development pipeline. Once pipeline developments are completed, the remaining housing demand over the next 20 years is expected to consist of 1,874 dwellings.

The forecasted housing mix to address the 20-year demand is expected to consist of: 555 standard lot detached homes, 596 small lot homes and cottages; 364 manufactured homes, townhomes, and plexes (2-4 units per structure); and 359 apartments or condominiums (5+ units per structure) and group quarters units.

These findings result in an overall residential UGB deficiency in Canby of 73.1 acres including right-of-way for roads and public facilities (23%), but not including parks. An additional 3.7 acres of neighborhood commercial land is included to serve residential development.

Other Land Need: Schools

The City of Canby consulted with the Canby School District and was informed that the School District does not need any additional lands or facilities to accommodate 20-year growth.



Other Land Need: Parks

Land needed for parks, open spaces, and trails is based in part on the City’s aspirational level of service (LOS) in the adopted 2022 Comprehensive Parks and Recreation Master Plan, which is 10 acres of parks per 1,000 residents, plus open spaces and trails to connect all residents to a park. Using this standard, estimated 2043 population growth of 5,931 people translates to 59.3 acres of developed core parks.

The City conducted a study of opportunities to develop additional park land within the current UGB. As shown in Table 1, there are three parcels that are city-owned and dedicated for parks but have not yet been developed: Ivy Ridge Park (0.8 acres), Auburn Farms Park (2.3 acres), and Faist Park (0.3 acres); a combined 3.4 acres. Additional city-owned parcels that may be used for future park use include the Walnut Street Extension property (2.4 acres after right-of-way is removed) and the Police Station/Honda Pits property (10.4 acres after the existing police station and skate park are removed); a combined 12.8 acres. In total, the City has identified 16.2 acres of potential park land within the existing UGB.

Table 1. Potential Park Land within Existing Canby UGB

Park	Tax Lot	Description	Acres
Ivy Ridge Park	41E04DC10400	Dedicated through Ivy Ridge subdivision. Ivy Ridge received parks SDC credits.	0.8
Auburn Farms Park	31E28C0200	Identified as Dodds Park in the Parks and Recreation Master Plan.	2.3
Faist Park	41E03BD13400	Land dedicated as part of Faist 5 subdivision. Identified as Faist Park in the Parks and Recreation Master Plan.	0.3
Walnut St. Extension Property	31E34A01600	Right-of-way acres removed.	2.4
Policy Station/Honda Pits	41E0500405	Police station and skate park acres removed.	10.4
Total			16.2

Subtracting 16.2 acres of potential park land within the current UGB from the 59.3 acres of identified need to accommodate population growth results in a net parks land need of 43.1 acres.

The City of Canby examined the population growth park need relative to specific park projects and associated funding sources. As shown in Table 2, 76.9 acres of park projects appear in the 2026 Capital Improvement Plan (scheduled for adoption in July 2026) based on existing budgetary capacity. Subtracting the 16.2 acres of potential parks to occur within the current UGB results in 60.7 acres of available park expansion. The employment land need includes 35.0 acres for a sports/recreation center, leaving 25.7 acres of park land to be accommodated in the UGB expansion area. While less than the total park land needed to accommodate 20 years of growth (43.1), the 25.7 acres included in the UGB amendment aligns with the City’s available fiscal resources at the time of expansion.

Table 2. Canby UGB Parks Land Need

Description	Acres
2026 Capital Improvement Plan Parks Projects	76.9
Potential Park Land In Current UGB	16.2
Remaining Park Land Need	60.7
<i>Employment Zone Athletic Facility</i>	35.0
UGB Expansion Park Need	25.7



Land Need and Site Characteristics: Employment and Public Facilities

The 2023 Canby EOA estimates future employment land need including the number of sites required and typical site characteristics based on expected land uses (Statewide Planning Goal 9). As shown in Table 3, the EOA identifies a deficit of 446.8 acres of employment land in the 20-year planning period (2023-2043). This includes 8.3 acres for commercial uses and 438.5 acres for industrial uses. These totals include an allowance for needed infrastructure right-of-way estimated at 25% of the acreage needed for employment uses.

Table 3. UGB Employment Land Needs (gross buildable unconstrained acres)

Land Use	Acres
Commercial (RC, DC, HC)	8.3
Industrial/Other Employment (CM, LI, HI)	438.5
Total Employment Land Need	446.8

In addition to the amount of land needed, the 2023 EOA also identifies target services and industries for future economic growth consistent with market trends and stakeholder priorities. These industry clusters include:

- Advanced Manufacturing: Energy Systems, Electronic Component Manufacturing, Fabricated Metal Product Manufacturing, Navigational, Measuring, Electromedical, and Control Instruments
- Food/Beverage Processing
- Health Care

The EOA identifies specific site suitability characteristics needed to accommodate these services and industries. Page 24 states, “In light of the fact that the remaining land supply within the City is primarily comprised of smaller tax lots (only 5 vacant commercial tax lots exist with over 1 acre in size), the City should explore strategies that support “special site” preferences for strategic uses, such as a new neighborhood shopping center, lifestyle center, hotel(s), and a medical/health campus that typically require sites ranging from 4-8 acres in size.” This also pertains to desired tourism-related facilities listed in the EOA, including trails, parks, camping/RV facilities, sports complex, and amphitheater.

The EOA goes on to say that city policies should “consider whether special site requirements are needed over the long-term that would require additional land area to be annexed in locations to accommodate large industrial uses that cannot be located on existing or planned industrial areas.”

Combined, the preliminary 20-year land need for residential and associated uses and employment land needs is approximately 549 acres, as shown in Table 4.

Table 4. Canby Preliminary Residential and Employment Land Need

Land Use	Land Need
Residential (including public facilities)	73.1 acres
Neighborhood Commercial	3.7 acres
Parks	25.7 acres
Employment (including commercial and industrial properties and public facilities)	446.8 acres
Total Preliminary UGB Expansion Land Need	549.3 acres



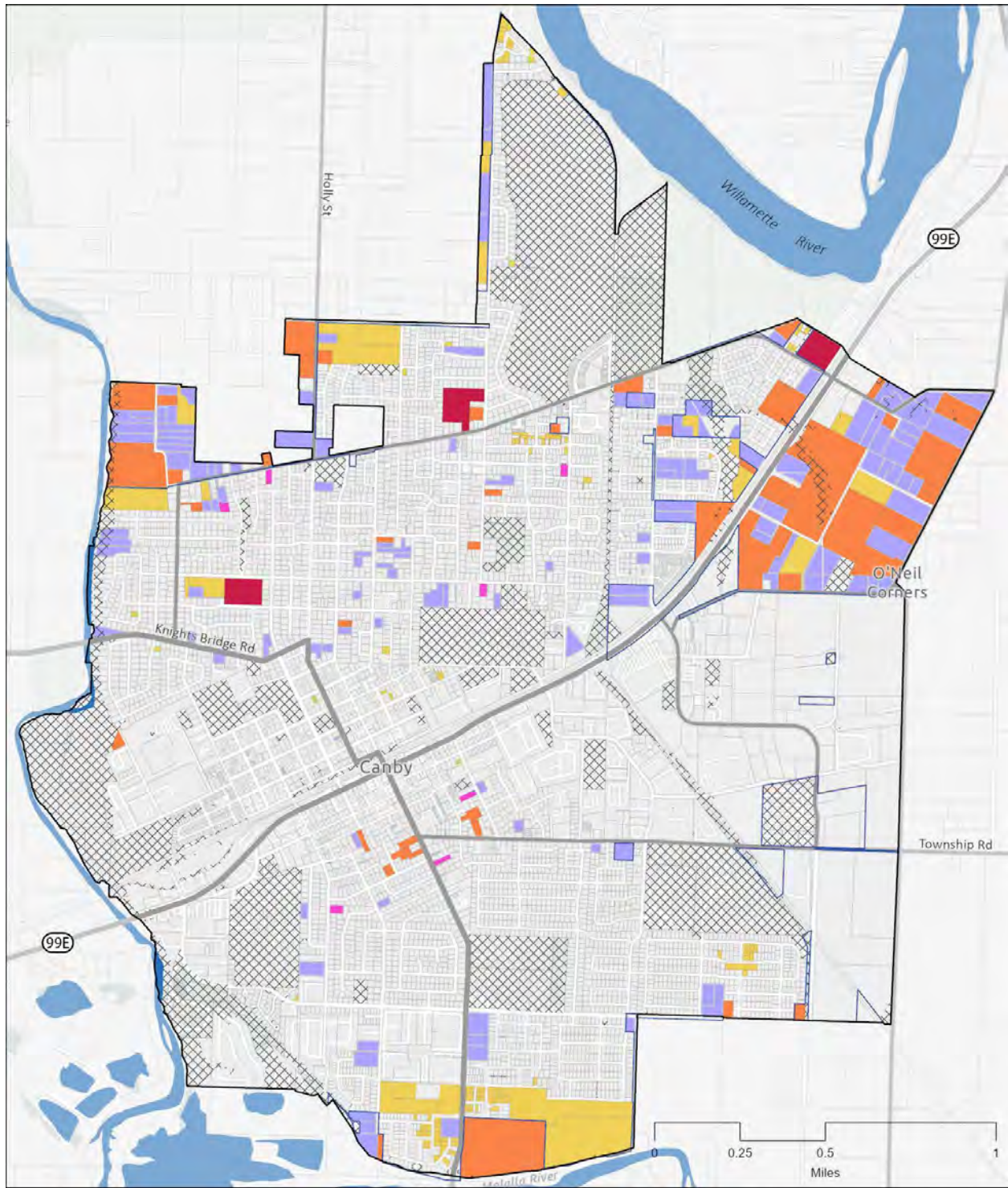
Examine Sites within Existing UGB

Prior to pursuing a UGB expansion, the City must demonstrate that the land need cannot reasonably be accommodated on land already inside the UGB. The City is required to evaluate opportunities to provide efficient development of residential land within the existing UGB. The 2024 HNA found that Canby has approximately 439 acres of buildable residential land inside the UGB, as illustrated on the Buildable Land Inventory map (Figure 2).

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Figure 2. Residential Buildable Land Inventory



- | | | |
|---------------|-----------------------|----------------------------------|
| UGB (2018) | Strike Price Lots | Partially Vacant Single Family |
| City of Canby | Vacant | Other Partially Vacant/Mixed Use |
| Constraints | Buildable Land | Redevelopment Potential |



“Land use efficiency measures” increase the capacity for growth within the existing UGB thus reducing the need for UGB expansion. Canby previously adopted efficiency measures that provide additional housing production opportunities including:

- A provision in the zoning code (Chapter 16.82) that allows deviations from development standards for "Special Housing Projects for the Elderly or Handicapped."
- Mixed use development in a specifically defined Downtown Core area of the C-1 Zone is not required to provide parking.
- The R-2 (High Density) residential zone was amended to require a minimum density of 14 du/ac, preventing lower density development.
- The City amended its zoning code to allow duplexes in all low density residential zones to fully comply with HB 2001.

The City is currently pursuing the following land use efficiency measures:

Low Density Residential Zone (R-1)

- Allow cottage cluster developments as permitted use outright.
- Add minimum lot size and modified lot dimensions for townhouses as part of a PUD.
- Establish a maximum residential density standard of six (6) units per acre.
- Increase maximum impervious surface area to 60%.
- Require that townhouse developments shall not exceed six (6) consecutive attached dwellings separated by at least 10 feet if part of a PUD.

Medium Density Residential Zone (R-1.5)

- Allow cottage cluster developments as a permitted use outright.
- Allow fourplexes as a permitted use outright.
- Increase the maximum townhouse grouping from three (3) to six (6) dwelling units.
- Decrease the minimum townhouse lot size from 3,000 to 1,800 square feet as part of a PUD.
- Require that townhouse development shall not exceed six (6) consecutive attached dwellings in a row and that groupings should be separated by at least 10 feet.

Planned Unit Development (PUD)

- All uses permitted outright or conditionally may be permitted with a PUD.
- Allow uses to be spread across a PUD site, regardless of the underlying base zone.
- Create exception for cottage clusters in PUDs for the purpose of calculating the minimum open space requirement.
- Add approval criteria for a density bonus.
- Create exception that cottage cluster units do count toward maximum density allowance within a PUD.
- Allow the total base zone density to be spread throughout the PUD site, regardless of the underlying base zone.
- The 20% density bonus requires a minimum of 5% of the PUD dwelling units to be single-story with one accessible entrance.



Upzone Parcels within Area J

Area "J" is a 183-acre master planned area within the Canby UGB located northeast of the City and bounded on the west side by Highway 99E, SE 1st Avenue to the south, Haines Road to the east, and the UGB to the north. City Council recently confirmed that staff should pursue Comprehensive Plan Map changes for 56.8 acres within Area J. Proposed changes will reduce the number of acres designated Low Density Residential (LDR) and increase the number of acres designated Medium Density Residential (MDR), High Density Residential (HDR), and Commercial (C) as shown in Table 5.

Table 5. Canby Area J Comprehensive Plan Map Changes

Comprehensive Plan Designation	BLI Buildable Acres	New Buildable Acres	Net Change Buildable Acres
Low Density Res	36.56	20.20	-16.36
Medium Density Res	20.24	24.00	3.76
High Density Res		5.00	5.00
Commercial		7.60	7.60
Total	56.80	56.80	0.00

The Comprehensive Plan Map changes will result in a net increase of 43 dwelling units in the area, with 89 fewer single family detached units and an additional 129 middle housing units.

Table 6 shows that these changes:

- Increase the need for LDR by 8.8 acres, decrease the need for MDR by 3.8 acres, and decrease the need for HDR by 5.0 acres.
- Result in no change to the residential land need.
- Result in a 7.6 acre decrease of commercial land need.

Table 6. Canby UGB Expansion Land Need Adjustments

Land Use Categories	Comp Plan Designations	Preliminary UGB Land Need*	Area J Changes	Final UGB Land Need
Residential Categories				
Single Family Standard Lot	LDR	(22.62)		(22.62)
Single Family Small Lot & Cottages		(33.93)	(8.80)	(42.73)
Townhomes/Plexes (2-4 units)	MDR	(8.10)	3.80	(4.30)
Multifamily/Other	HDR/varies	(8.42)	5.00	(3.42)
Residential Subtotal		(73.07)		(73.07)
Employment Categories				
Commercial	RC, DC, HC	(8.30)	7.60	(0.70)
Industrial/Other	CM, LI, HI	(438.50)		(438.50)
Employment Subtotal		(446.80)		(439.20)

Source: FCS GROUP

*Derived from HNA and EOA

The land use efficiency measures result in a 7.6-acre reduction to the commercial land need, bringing that total to less than one acre (0.70). Canby still has a deficit of up to 541.7 acres to accommodate projected growth over a 20-year planning period, including a residential deficit of 73.1 acres, a parks deficit of 25.7 acres, and an employment deficit of 439.2 acres as shown in Table 7.



Table 7. Canby Preliminary Residential and Employment Land Need

Land Use	Land Need
Residential (including public facilities)	73.1 acres
Neighborhood Commercial	3.7 acres
Parks	25.7 acres
Employment (including commercial and industrial properties and public facilities)	439.2 acres
Total Preliminary UGB Expansion Land Need	541.7 acres

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3. Establish Study Area

This chapter establishes the Canby UGB Expansion Study Area evaluation to satisfy the land needs identified in Chapter 2. The process of establishing a study area is dictated by Oregon Administrative Rules, and includes the following:

- Establish Preliminary Study Area
- Exclude Lands from Preliminary Study Area
- Establish Study Area

Create Preliminary Study Area

Defining the area to be considered for expansion, known as the Preliminary Study Area, is dictated by OAR 660-024-0065. The provisions of the administrative rule state that the Preliminary Study Area must include all lands in the City’s acknowledged urban reserves and land that is within a certain distance from the acknowledged UGB: one-half mile for jurisdictions of less than 10,000 and one mile for jurisdictions of more than 10,000, or land beyond specified distances at the discretion of the jurisdiction.

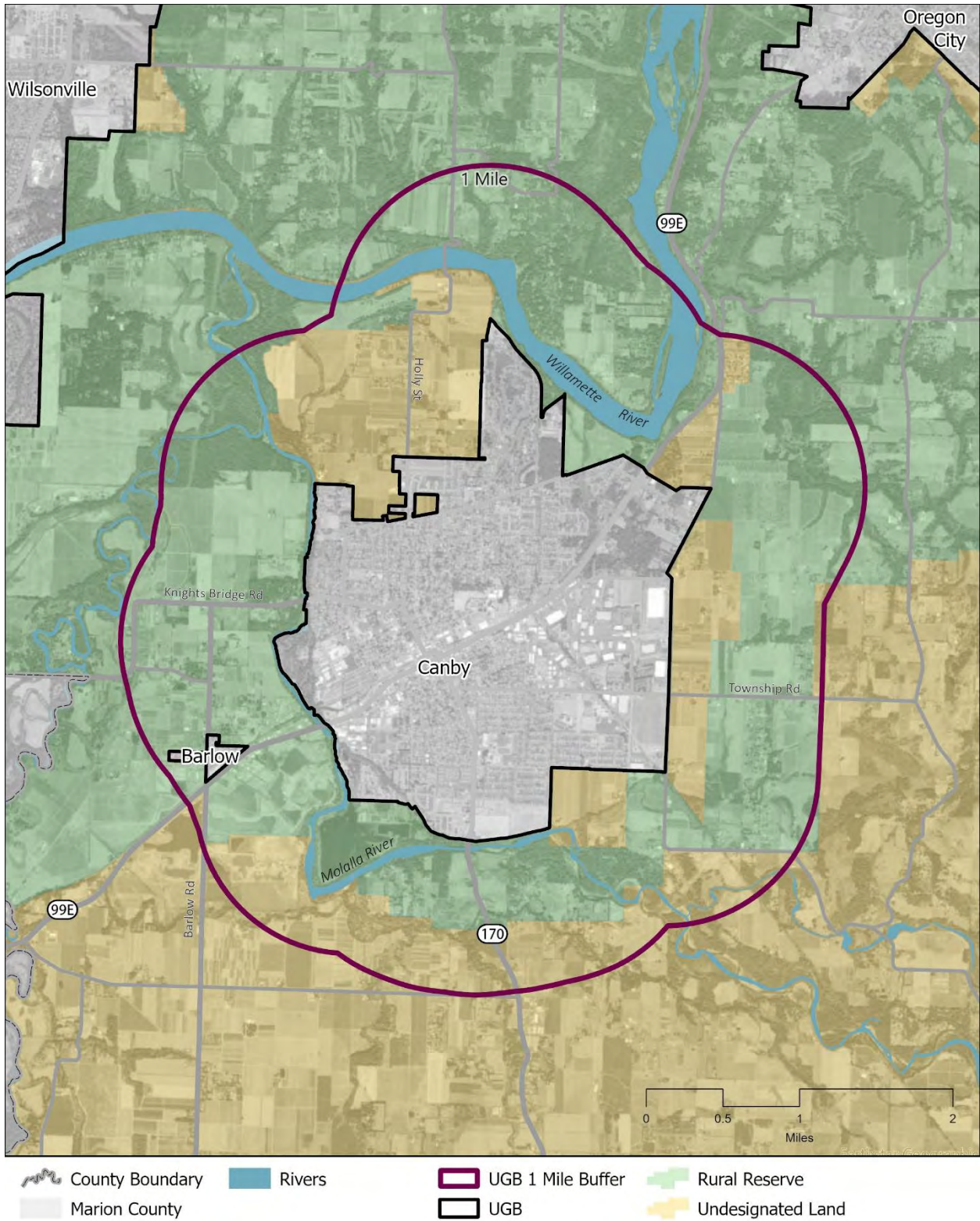
As of the 2020 PSU PRC population estimates, the City of Canby had a population of 18,171 residents², as stated in both the City of Canby’s most recent HNA and EOA. Therefore, the City considered land within one mile of the current UGB, known as the “one mile buffer” for the Preliminary Study Area.

Canby has no urban reserves and is surrounded by a combination of rural reserves and “undesigned” areas, as illustrated in Figure 3.

² “2020 ANNUAL OREGON POPULATION REPORT TABLES,” Population Research Center, Portland State University, April 15, 2023, <https://www.pdx.edu/population-research/sites/populationresearch.web.wdt.pdx.edu/files/2023-04/2022%20Annual%20Population%20Report%20Tables%20.pdf>.



Figure 3. Preliminary Study Area with Undesignated Lands and Rural Reserve Lands



The Canby UGB Expansion Preliminary Study Area contains “exception areas” with existing county zoning designations: Rural Residential Farm Forest 5-Acre (RRFF5), Rural Area Residential 2-Acre (RA2), and Rural Industrial (RI). Exception areas are rural lands that have the physical properties that make it suitable for farm or forest use but are approved by a county with an “exception” to zone the land for urban uses. Exception areas are lands that are either “physically developed” or “irrevocably committed” to non-farm and non-forest uses and have the appropriate corresponding county zoning.³

In determining the Preliminary Study Area, OAR 660-024-0065(1)(c) directs cities to include exception areas within the one-mile buffer, and exception areas within one and one-half miles from the current UGB that are contiguous to an exception area within the one-mile buffer.

The Preliminary Study Area for Canby contains exception areas within the established one-mile buffer that extend contiguously beyond that one mile. A secondary buffer was added to the Preliminary Study Area to demonstrate the additional half mile in accordance with OAR 660-024-0065(1)(c). These contiguous exception areas are generally located north of the existing UGB across the Willamette River, and to the northeast of the existing UGB abutting Highway 99E and the Willamette River, as illustrated below in Figure 4.

Some of the contiguous exception lands that are included in the Preliminary Study Area within the additional half mile buffer are designated as Rural Reserves. Rural reserves are intended to provide long-term protection for large blocks of agricultural land, forest land, and other important natural landscape features that limit urban development.⁴

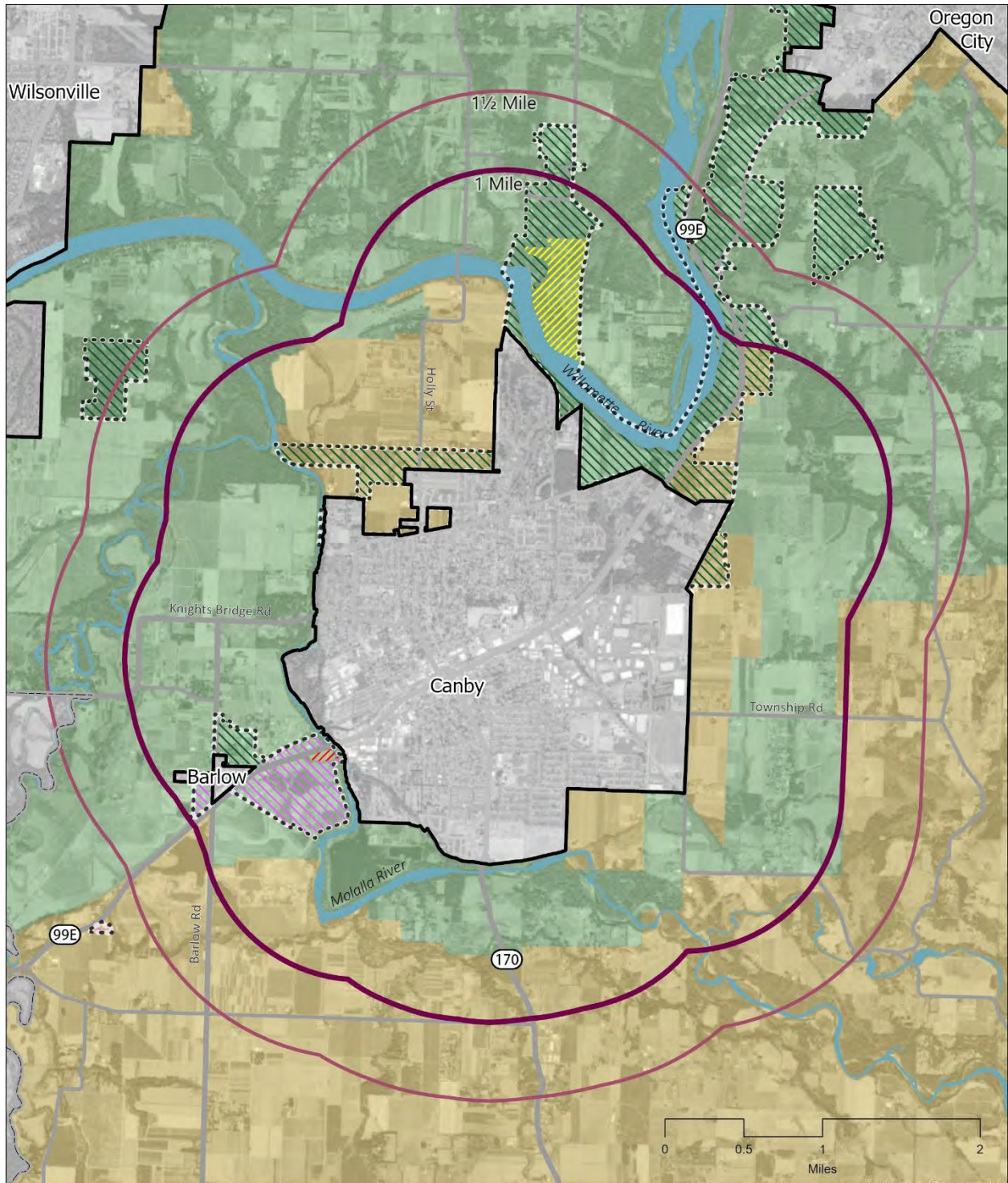
Figure 4 illustrates the Undesignated Lands, Rural Reserves, and exception lands and demonstrates where there is overlap between the land categorizations. The contiguous exception area lands are shown grouped together with a dashed line in Figure 4.

³ “Exception Areas,” Department of Land Conservation and Development: Rural Planning and Development: State of Oregon, accessed November 1, 2023, <https://www.oregon.gov/lcd/rp/pages/index.aspx#:~:text=In%20some%20cases%2C%20a%20county,farm%20and%20non%2Dforest%20uses>.

⁴ “UGBs and Urban/Rural Reserves,” Department of Land Conservation and Development: State of Oregon, accessed November 1, 2023, <https://www.oregon.gov/lcd/up/pages/ugbs-and-urbanrural-reserves.aspx>.



Figure 4. Preliminary Study Area with Exception Areas Overlap



- | | | | |
|------------------------|-------------------|-----------------|---------------------------------|
| County Boundary | UGB | Exception Lands | RA2 - Single Family |
| UGB 1 1/2 Miles Buffer | Rural Reserve | RC - Commercial | RRFF5 - Residential Farm Forest |
| UGB 1 Mile Buffer | Undesignated Land | RI - Industrial | |



Exclusion of Lands from the Preliminary Study Area

The rules for establishing the Study Area allow for certain lands to be excluded from the Preliminary Study Area, as established in OAR 660-024-0065(4). The reasons for excluding from the Preliminary Study Area include:

- Lands are impracticable to provide necessary public facilities and services to;
- Lands are subject to natural hazards (flooding); or
- Lands contain specific scenic, natural, cultural or recreational resources.

The City of Canby determined that certain areas within the Preliminary Study Area meet the exclusion criteria of OAR 660-024-0065(4)(a & b) and may be excluded and no longer considered in the UGB Expansion. After completing an exclusion analysis, the City determined that some areas have overlapping criteria that meet the threshold for exclusion.

Areas excluded from the Preliminary Study Area include all rural reserves surrounding the existing UGB and lands across the Willamette River and Molalla River from the existing UGB that are undesignated. There is some overlap between lands considered undesignated and exception lands (based on their existing county zoning designation), and lands that are excluded. These lands are excluded due to their location and impracticability to be served.

Also excluded from the Preliminary Study Area are lands located within the Special Flood Hazard Area (SFHA) identified on the Flood Insurance Rate Map (FIRM).

Additional lands are excluded from the Preliminary Study Area based on the impracticability to provide them with necessary public facilities or services. This determination is based on existing steep slopes, impediments to service provisions based on the likely amount of development that could occur; and the likely cost of facilities and services.

The specific reasons for each exclusion and how these lands meet the thresholds for exclusion in OAR 660-024-0065(4)(a-c) and OAR 660-024-0065(7)(a-c) is discussed in further detail below.



Exclusion of Rural Reserves: Impracticable to Provide Services

In accordance with OAR 660-024-0065(4)(a), lands that are impracticable to provide necessary public facilities or services to the land may be excluded from the Preliminary Study Area. OAR 660-024-0065(7) describes several reasons why cities may consider land impracticable to provide necessary public facilities or services to. Subsection (b) identifies land that is isolated from existing service networks such that it is impracticable to provide the necessary services.

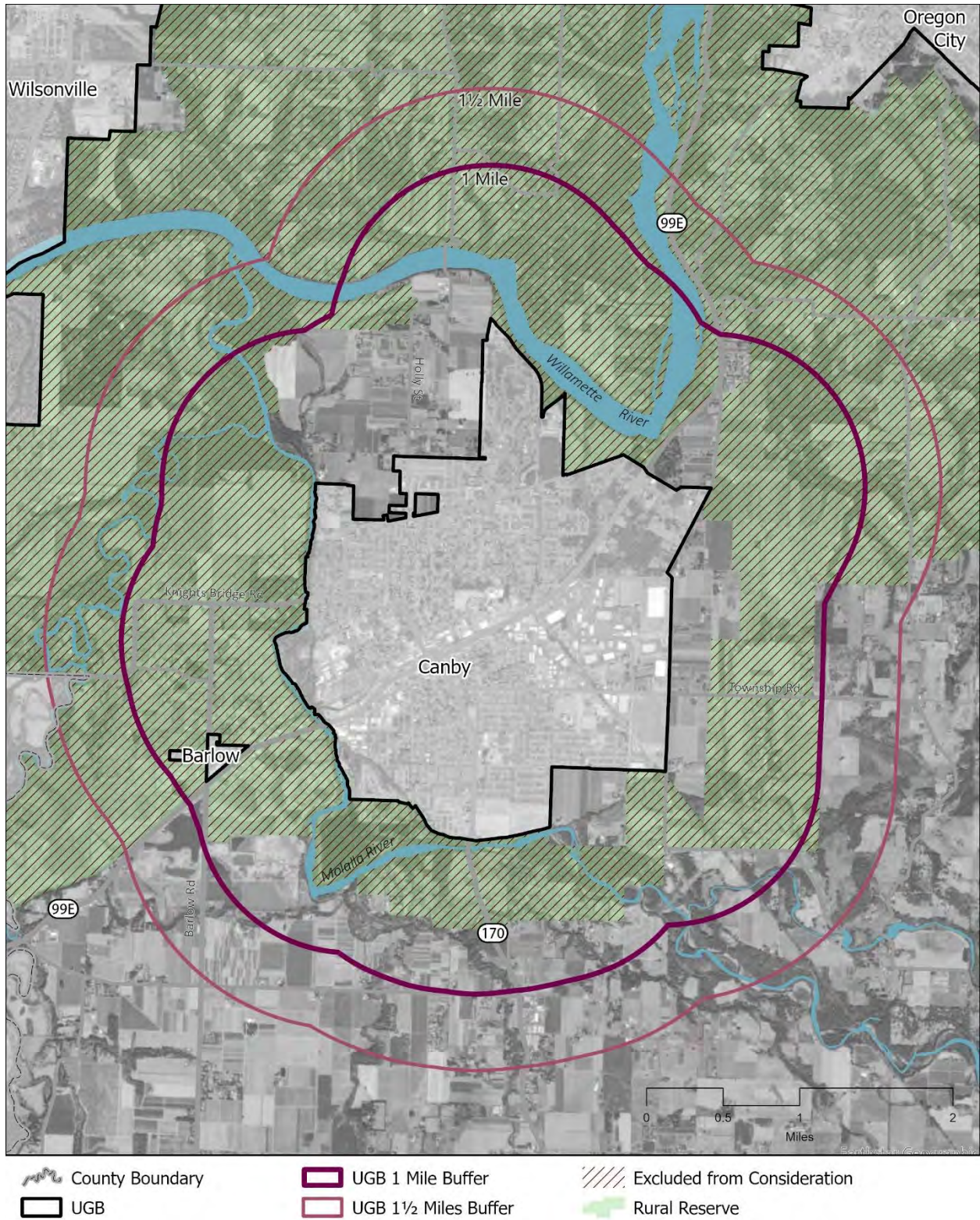
The rural reserves that surround the existing Canby UGB cannot be included in any UGB amendments pursuant to OAR 660-027-0040(4), which states:

(4) Neither Metro nor a local government may amend a UGB to include land designated as rural reserves during the period described in section (2) or (3) of this rule, whichever is applicable.

The City finds that due to the inability to include rural reserves in a UGB, these lands are isolated from existing services and are considered impracticable to provide services to. All lands that are designated as Rural Reserves are excluded from the Preliminary Study Area. The excluded Rural Reserve areas are illustrated in Figure 5.



Figure 5. Exclusion of Rural Reserves



Exclusion of Major Rivers: Impracticable to Provide Services – Impediments to Service

Land in the Preliminary Study Area that is across the Willamette or Molalla rivers from the current City and UGB are excluded due to the areas being impracticable to provide with necessary public facilities. The exclusion of these lands from the Preliminary Study Area is allowed under OAR 660-024-0065(7)(b & c) due to these areas being isolated from existing service networks by “physical impediments” to service provision.

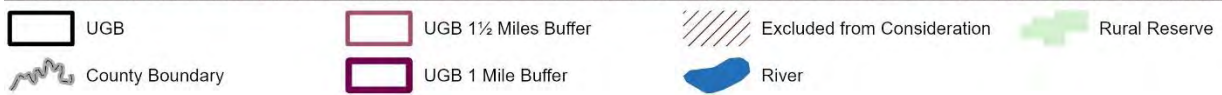
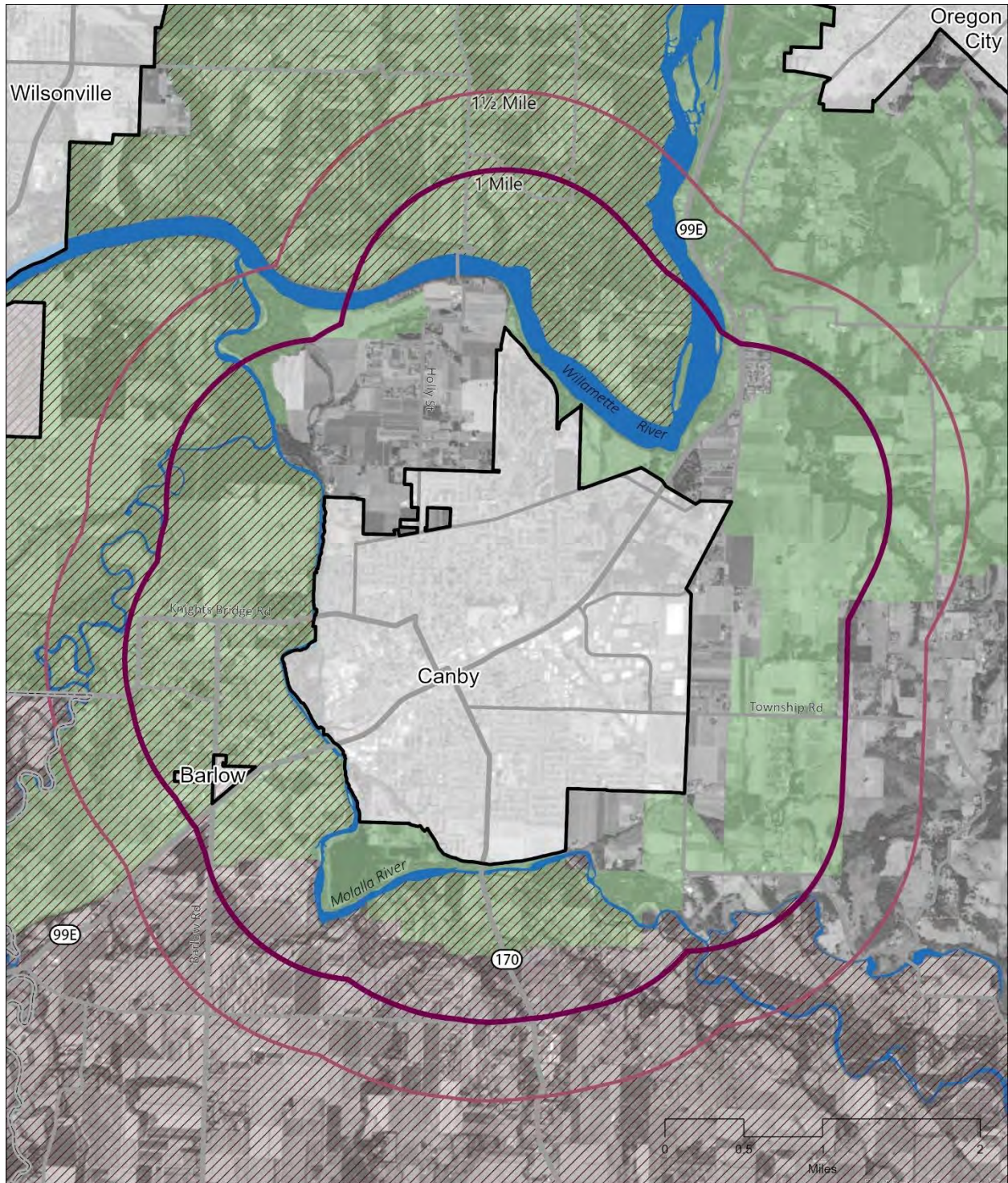
Major rivers or other water bodies that would require a new bridge crossing to serve planned urban development are included as an example of “impediments to service provision” in OAR 660-024-0065(7)(c). The City’s determination to remove these lands from the Preliminary Study Area is based on the likely cost of facilities and services that would be necessary to serve the areas across the two rivers.

All lands that are across the Willamette River and the Molalla River from the existing UGB are excluded from the Preliminary Study Area. The excluded areas are illustrated in Figure 6. Overlap exists between the land across the two rivers from the existing UGB, and lands excluded to the Rural Reserve designation.

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Figure 6. Exclusion of Major Rivers



Exclusion of Madrona Road Area: Impracticable To Provide Services – Impediments To Service – Amount Of Development And Cost Of Facilities And Services

The City may exclude land from the Preliminary Study Area based on an evaluation of the likely amount of development that could occur on the land within the planning period (OAR 660-024-0065(7)(b)(A)) and the likely cost of facilities and services (OAR 660-024-0065(7)(b)(B)). The following tax lots north of the current Canby UGB and east of Highway 99-E that abut Madrona Lane are excluded from the Preliminary Study Area:

- 31E26: 1401, 1501, 1502, 1601, and 1603
- 31E27DA: 100, and 102
- 31E27AD: 300, 400, 500, 501, 600, 700, 800, and 900

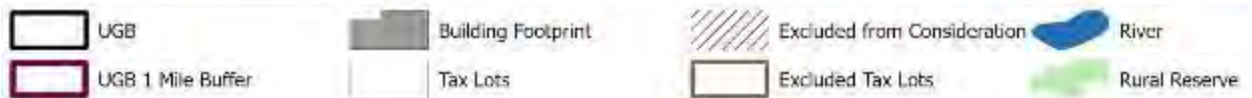
The City of Canby City Engineer of Record, Curt J. McLeod, PE, from CURRAN-McLEOD, INC. found the tax lots to be impracticable to serve within the planning period due to extremely high construction costs to extend infrastructure to the area due to rock excavation, steep slopes, many required easements, and disruption to landscaping. In addition, the area would yield few additional development sites due to the existing development pattern and unbuildable steep slopes. The infrastructure cost per new lot would exceed the value of the lots. The full letter from Curt McLeod, PE is included with this memo as Appendix 1.

The excluded area described in this section is demonstrated in Figure 7.

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Figure 7. Exclusion of Madrona Road Area



Exclusion of Special Flood Hazard Areas: Significant Development Hazards – Flooding

Lands may be excluded from the Preliminary Study Area if the City determines that there are significant development hazards due to a risk of flooding including inundation during storm surges. There are several areas that meet the definition in OAR 660-024-0065(4)(b)(B) that are excluded because they are within the SFHA identified on the FIRM. The City excluded the areas within the SFHA on the following tax lots:

31E29A: 200, 300, 401, and 500 located along the Molalla River to the west of the City.
31E29D: 300, and 200 located along the Molalla River to the west of the City.
41E03: 2400, 2500, 2600, 2601, and 2602 located along the Molalla River to the south-east of the City.

The excluded areas on these properties are illustrated in Figures 8 and 9. Only the areas subject to identified SFHA are excluded from these properties.

The City decided not to exclude all areas within the Preliminary Study Area that contain identified SFHA land at this stage of the process in order to keep these lands in the Study Area for further analysis.

Exclusion of Steep Slopes: Impracticable to provides necessary public facilities or services

The City may exclude land from the Preliminary Study Area because it is impracticable to provide necessary facilities or services to the land within the planning period based on an evaluation of the likely amount of development that could occur on the land within the planning period (OAR 660-024-0065(7)(b)(A)). Areas with steep slopes are excluded for this reason.

The same areas described above as excluded due to presence of SFHA land contain areas of land that have slopes of 25 percent or greater. These areas do not meet the definition of buildable land as they are over 25 percent slope. While this term is only applied to residential land in this context, this heavily sloped land, if kept in the Preliminary Study Area, would not be considered suitable for industrial uses because it contains slopes of more than 10 percent.

Based on the likely amount of development that could occur during the planning period, the City excluded the areas with steep slopes on the following tax lots:

31E29A: 200, 300, 401, and 500 located along the Molalla River to the west of the City.
31E29D: 300, 200, and 210 located along the Molalla River to the west of the City.
41E03: 2400, 2500, 2600, 2601, and 2602 located along the Molalla River to the south-east of the City.

The excluded areas on these properties are illustrated in Figures 8 and 9. Only the areas with slopes of more than 25 percent are being excluded from these properties.

The City decided not to exclude all areas within the Preliminary Study Area that contain slopes of 25 percent at this stage of the process in order to keep these lands in the Study Area for further analysis.



Figure 8. Exclusion of SFHAs and Steep Slopes West of the Existing UGB

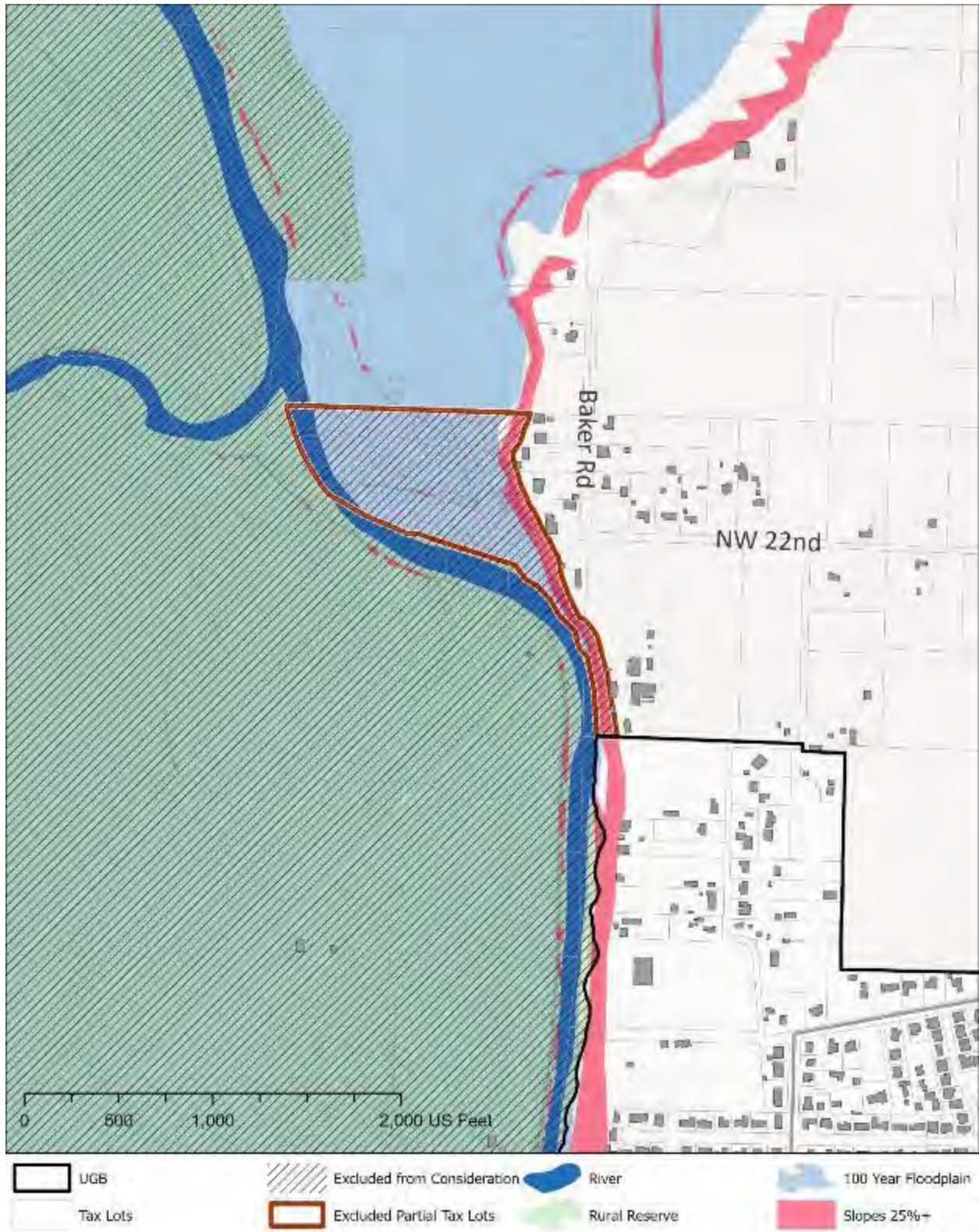


Figure 9. Exclusion of SFHAs and Steep Slopes Southeast of the Existing UGB.



Exclusion Areas Conclusion

In summary, lands from the Preliminary Study Area were excluded using the provisions allowed in OAR 660-024-0065. All excluded lands are shown in the above figures. Upon exclusion of these lands, several locations that are inside the one-and-a-half-mile Preliminary Study Area buffer are now physically separated from the existing UGB. Lands that are physically separated through the above exclusions are no longer considered for inclusion into the UGB as there would not be a contiguous boundary. Providing necessary services to non-contiguous areas within the Study Area is impracticable.

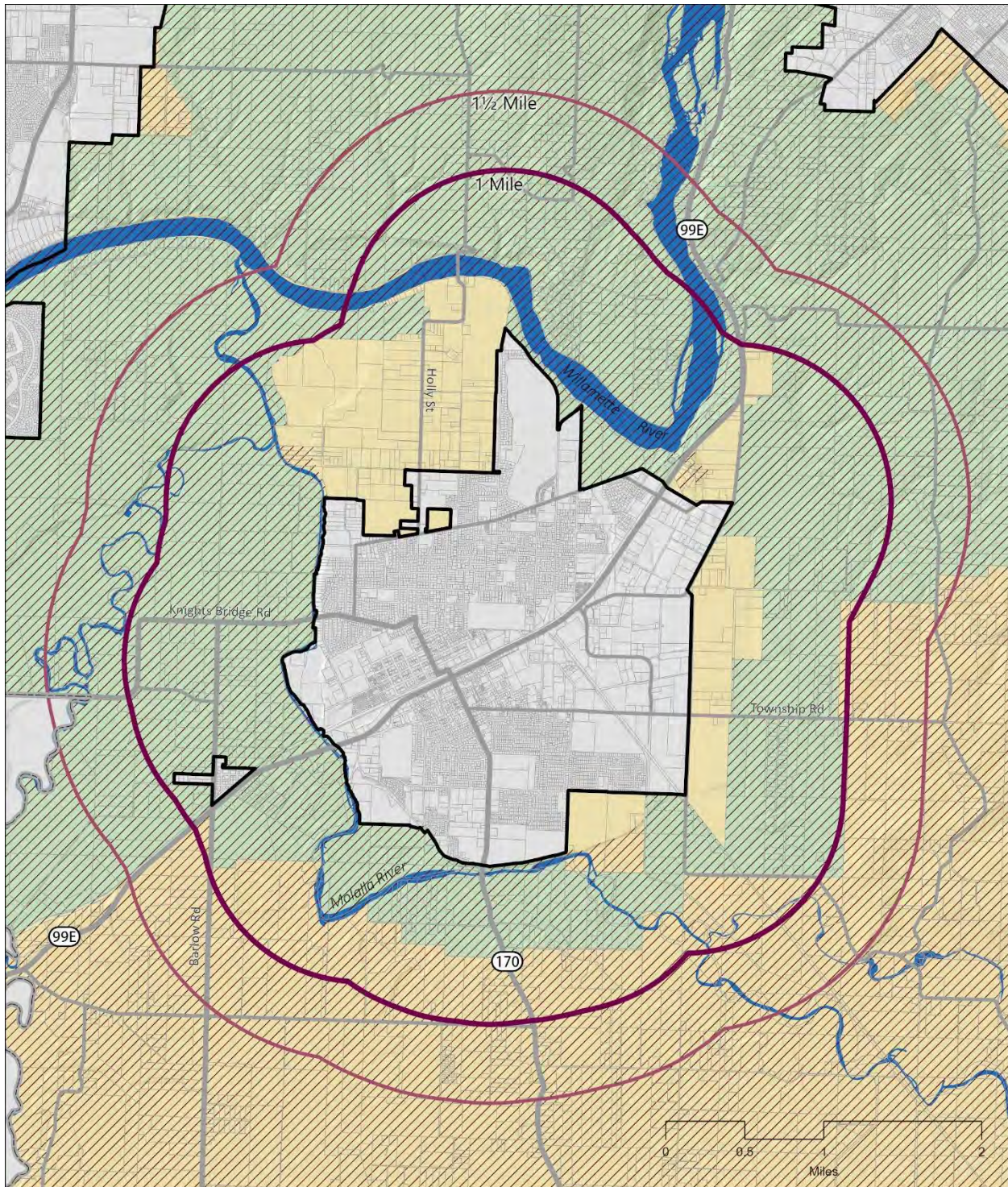
Other areas of land within the Preliminary Study Area, specifically those that are within the SFHA, or contiguous areas of at least 5 acres where 75 percent or more of the land has a slope of 25 percent or greater, remain in the Study Area for further analysis. There are no further adjustments or exclusions to the Study Area.

All excluded areas from consideration are illustrated in Figure 10.

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Figure 10. Land Excluded from the Preliminary Study Area



Create Study Area

The land need after applying efficiency measures, as determined in Chapter 2, is 541.7 acres. Total acreage in the final Study Area is 1,516.1 acres after all exclusions. OAR 660-024-0065(5) requires that the Study Area contains at least twice the amount of land needed for the deficiency determined in OAR 660-024-0050(4) and described in Chapter 2. The amount of land in the Study Area meets this threshold.

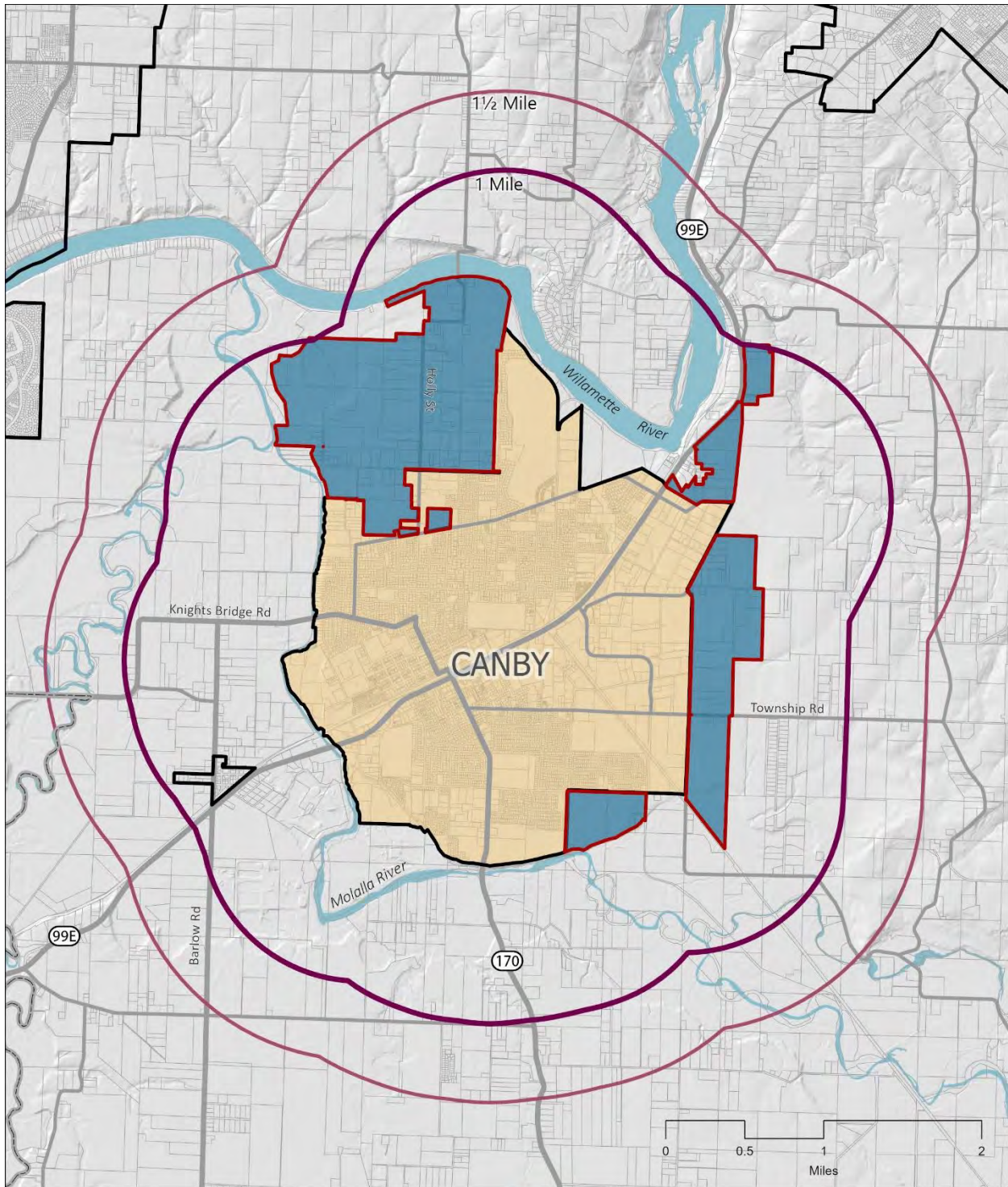
Figure 12 illustrates the Study Area, which includes 1,516.1 gross acres on 201 tax lots. The Study Area consists only of undesignated lands that currently have Clackamas County zoning designations of Rural Residential Farm Forest 5-Acre (RRFF5) or Exclusive Farm Use (EFU).

The City finds that the Study Area shown in Figure 11 complies with the requirements of OAR 660-024-0065 by establishing a Study Area to evaluate land for inclusion to a UGB.

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Figure 11. Canby UGB Expansion Study Area



- | | | | |
|---|--|--|--|
|  County Boundary |  Tax Lots |  Study Area |  UGB 1 1/2 Miles Buffer |
|  UGB |  River |  Canby UGB |  UGB 1 Mile Buffer |



4. Analyze Study Area

The process for evaluating and prioritizing land for inclusion in the UGB is described in OAR-660-024-0067(2). The highest priority land for inclusion is analyzed for suitability to meet the deficiency for both the employment and residential land need. If there is no excess of suitable first priority land, then all of those lands are established as areas for inclusion into the UGB. If a deficiency of land still exists after the highest priority suitable lands are established for inclusion, the next highest priority of land is analyzed for suitability. If there is an excess of suitable land in a particular priority category, the City will choose which lands in that priority to include into the UGB by applying the boundary location factors of Goal 14. The Goal 14 boundary location factors are used to compare alternative locations and determine which of the excess lands in a particular priority category are most suitable for inclusion into the UGB.

Establish Subareas

This section provides details about soils and other boundary related considerations to describe the basis for establishing subareas within the Study Area. The boundaries of the subareas are determined by the existing edges of undesignated lands, exception lands, tax lots, and soil types. For non-exception lands, soil types and classifications are considered so that areas of predominantly higher capability soils are not grouped together with areas of soils predominantly of lower capability. The subareas do not contain a mix of exception land and resource lands, and do not include any land designated as rural reserves.

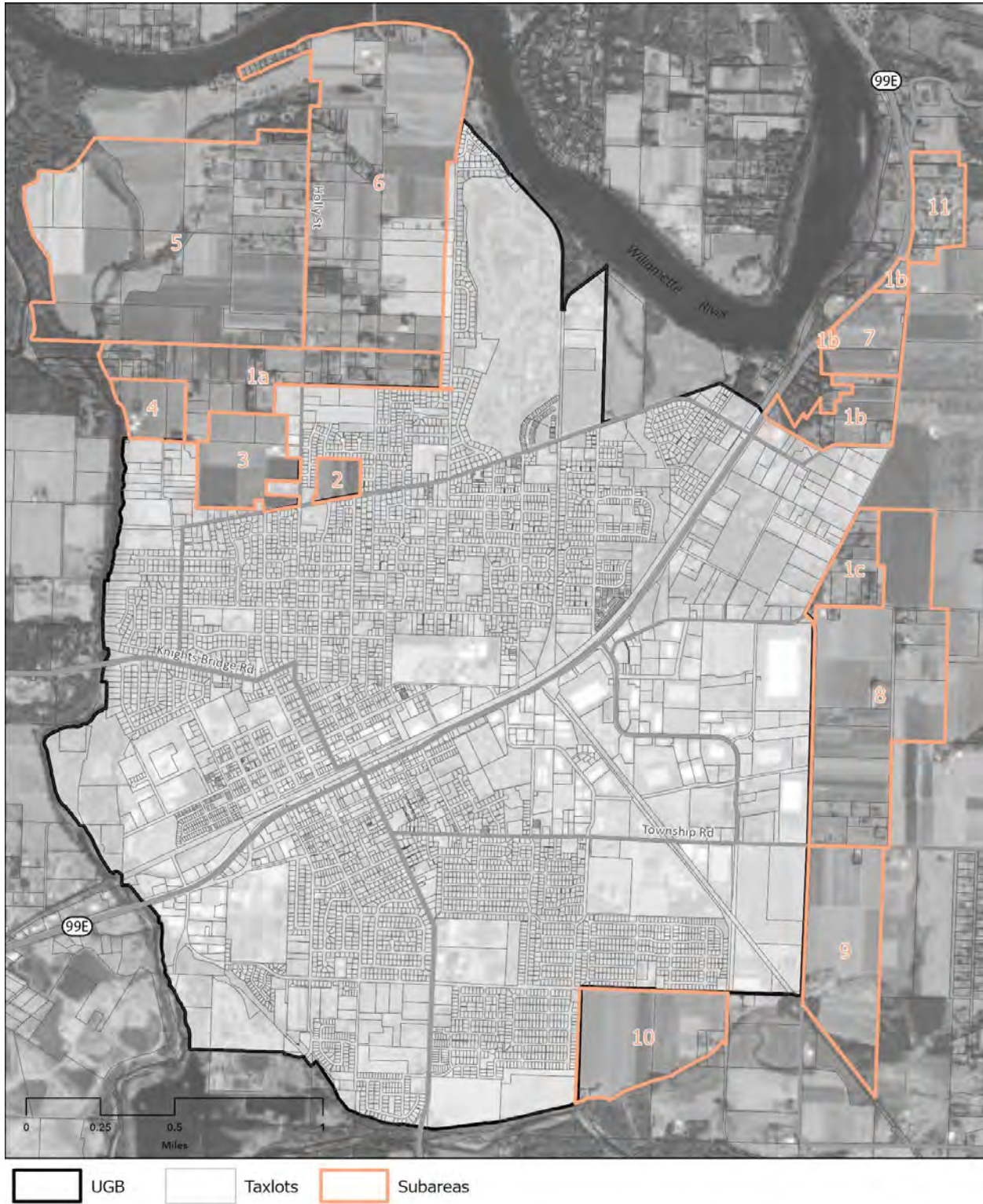
Figure 12 shows the subareas within the Study Area. The subareas and their size in acres are demonstrated in Table 8.

Table 8. Subarea Tax Lots and Acres

Subarea	Number of Tax Lots	Total Acres (Gross)
1a	49	115.9
1b	16	50.0
1c	14	34.3
2	1	13.0
3	3	60.8
4	3	27.8
5	26	392.5
6	60	345.8
7	3	40.5
8	19	228.0
9	2	112.0
10	5	95.9
11	7	39.0
Total	208	1,555.3



Figure 12. Study Area Subareas



Suitability Criteria

Suitability criteria are defined in OAR 660-024-0067(5)(a-g):

- Parcelization: land consisting primarily of parcels 2-acres or less in size
- Existing development patterns: land that cannot be reasonably redeveloped or infilled within the planning period due to the location of existing structures and infrastructure
- Land that could have been excluded from the Preliminary Study Area, but was included pending more detailed analysis
- Land subject to Goal 5 protections
- For industrial uses, land that is over 10 percent slope or is smaller than 5 acres
- For industrial uses, land that cannot be improved to provide a specific site characteristic
- Land subject to a conservation easement
- Land committed to a use, such as public park, church, school, cemetery, or airport

First Priority for Inclusion (OAR 660-024-0067(2)(a))

The First Priority includes urban reserves, exception lands, and non-resource lands. Canby does not have any acknowledged urban reserves. The Study Area contains areas of exception lands and non-resource lands which are described as subareas 1a, 1b, and 1c in Figure 13.

There is a gross total of 200.1 acres of exception land in the Study Area, all with existing County zoning designation of Rural Residential Farm Forest 5-Acre (RRFF5). The exception lands are grouped into subareas determined primarily by their county zoning designations. Consideration was also given to existing tax lot boundaries, existing rights-of-way, and soil types when determining the separate exception land subareas.

Other exception lands that are within the one mile, and one and one-half mile buffers were previously excluded as described in Chapter 3, using the exclusion criteria of OAR 660-024-0065.

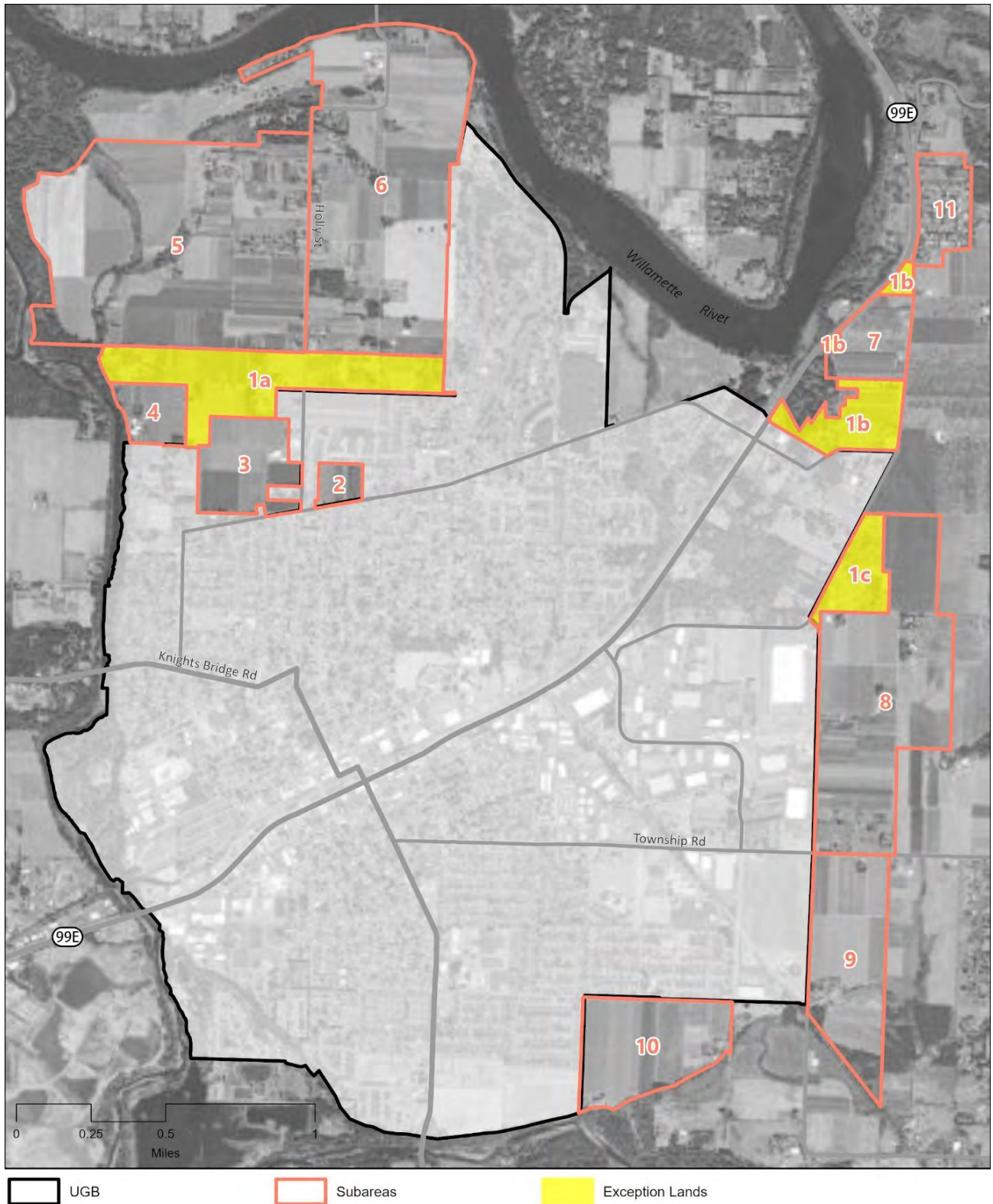
In accordance with OAR 660-024-0067(2)(a), these land areas are the highest priority for inclusion into the UGB. With respect to the suitability criteria of OAR 660-024-0067(5-6) the City determined how much of that land is suitable to meet the need deficiency.

First Priority Suitability Criteria

As established, the exception lands in the Study Area are the highest priority for inclusion due to their non-resource Clackamas County zoning designation. Tables 9, 10, and 11 demonstrate suitability for inclusion to meet the land need, which are separated into commercial, industrial, and residential uses. The columns in each table are based on suitability criteria in OAR 660-024-0067(5).



Figure 13. Exception Land and Subareas



Acres that are considered unsuitable include areas that could have been previously excluded from the Study Area. These acres are unsuitable as lands subject to natural hazards (flooding) or lands that are contiguous of at least 5 acres where 75 percent or more of the land has a slope of 25 percent or greater. These unsuitable lands are grouped together in the “Exclusion Acres” column in the tables and are subtracted from the amount of suitable lands in a given subarea.

Wetlands within the Study Area are also unsuitable based on Canby Development Code Chapter 16.140. The Willamette River Greenway, and streams with regulatory buffers are all unsuitable.

Some overlap exists between unsuitable lands that qualify for exclusion, and unsuitable lands that contain Goal 5 resources. The analysis makes note of these overlapping unsuitable areas and does not count them twice in the tables. There are no historic resources in subareas 1a, 1b, and 1c.

None of the lands in the Study Area contain conservation easements or committed uses, as described in OAR 660-024-0067(5)(f-g), therefore they are not included in any of the tables.

Table 9 shows that there are 200.1 acres of exception land in the Study Area, of which 199.9 acres are considered suitable to meet the less than an acre of employment land need for commercial uses, after applying the suitability criteria of OAR 660-024-0067(5)(f-g).

Table 9. First Priority Lands Suitability – Commercial

Subarea	Total Acres	# of Tax Lots	# of Tax Lots ≤ 2 acres	Primarily 2 Acres or Less	Exclusion Acres	Goal 5 Acres	Suitable Acres
1a	115.9	49	24	No	0	0.0	115.9
1b	50.0	16	7	No	0	0.2	49.8
1c	34.3	14	7	No	0	0.0	34.3
Total	200.1	79	38	-	0	0.2	199.9

Suitability criteria for industrial uses for employment land need based on the large amount of industrial land need determined in the EOA is shown below in Table 10.

Table 10. First Priority Lands Suitability – Industrial

Subarea	Total Acres	Acres of Tax Lots <5 Acres	Exclusion Acres	Goal 5 Acres	10% Slope	Suitable Acres
1a	115.9	103.2	0	0.0	0.4	12.6
1b	50.0	26.1	0	0.1	7.6	22.8
1c	34.3	31.5	0	0.0	0.0	2.7
Total	200.1	160.8	0	0.1	8.0	38.1

Of the 200.1 acres of exception land in the Study Area, 38.1 acres are suitable for industrial employment uses after applying the suitability criteria of OAR 660-024-0067(5)(d). Much of this exception land is parcelized, with over 80% of the combined tax lot acres being made up of parcels of 5 acres or less. For this reason, the City determined that the exception land in subareas 1a, 1b, and 1c are not well-suited for industrial uses.

Table 11 shows that nearly all of the exception land in the Study Area is considered suitable to meet the residential land need after applying the suitability criteria of OAR 660-024-0067(5) and that the entire residential need can be accommodated in Subarea 1a.



Table 11. First Priority Lands Suitability – Residential

Subarea	Total Acres (Gross)	Total Lots	Lots >2 Acres	Capacity for New Housing – Units	% of Land Need Available in Subarea	Acres Remaining After Land Need Met	% Constrained (Residential)
1a	115.8	49	25	693	110%	-	0.0%
1b	49.9	16	9	328	52%	-	0.3%
1c	34.3	14	7	163	26%	-	0.0%
Total	200.1	79	41	1,184			

With a land need of up to 541.7 acres (73.1 acres/614 new residential units, 3.7 acres neighborhood-serving commercial, 25.7 acres parks, 439.2 acres employment), the maximum 199.9 acres of exception land are not sufficient to accommodate the entire land need. The analysis proceeds to the next highest priority category to determine suitability and select sufficient land in that priority to satisfy the remaining acres of land need.

Second Priority for Inclusion (OAR 660-024-0067(2)(b))

Second Priority for inclusion into the UGB are marginal lands as determined by OAR 660-024-0067(2)(b). Marginal land only applies in Lane and Washington counties. Canby is in Clackamas County and thus does not have marginal land.

The City finds that there is no second priority land within the Study Area to meet the identified land need and proceeded to the next highest priority category to determine and select for UGB inclusion.

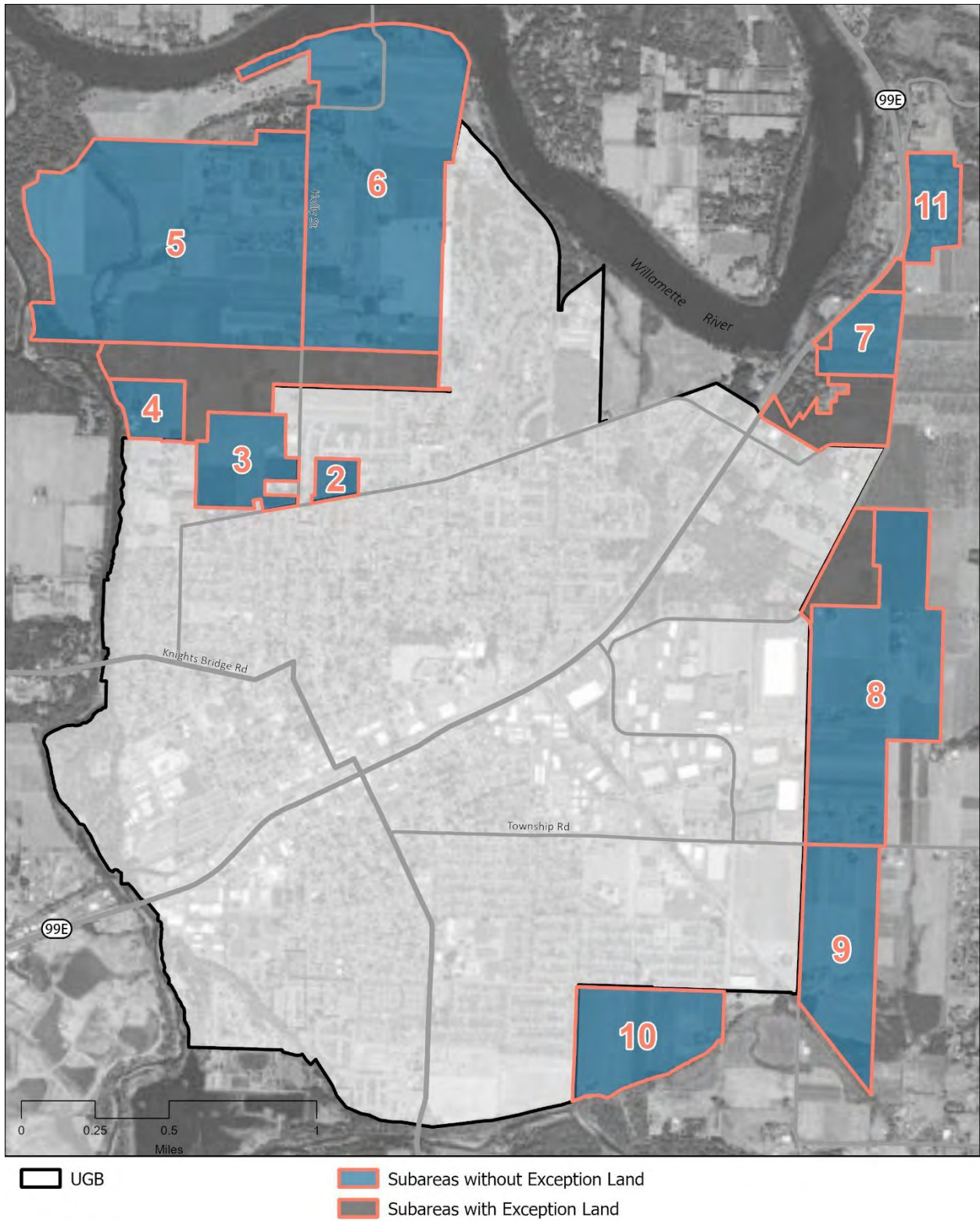
Third Priority for Inclusion (OAR 660-024-0067(2)(c))

Third Priority for inclusion into the UGB are agriculture or forest lands that are not predominantly high-value farmland (as defined in ORS 195.300 and ORS 215.710) or lands that do not consist predominantly of prime or unique soils (as determined by the United States Department of Agriculture Natural Resources Conservation Service).

Subareas 2-11, illustrated in Figure 14: Subareas Without Exception Land, are lands within the Study Area that are evaluated for the presence of third priority lands. Nearly all of lands surrounding the existing Canby UGB are considered high-value farmland as defined by ORS 215.710, which includes prime or unique farmland, consistent with the definitions from the United States Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS). Therefore, all of the subareas include land that is classified as high-value farmland by one or more of the definitions in ORS 195.300(10).



Figure 14. Subareas without Exception Land



An overlap of lands considered high-value farmland based on varying definitions is demonstrated in Figure 15. These areas are primarily made up of irrigated or not irrigated soils that are classified as: prime, unique, Class I, or Class II (ORS 215.710(1)(a & b)).

Third priority analysis is focused on the non-exception lands in subareas 2-11. The City used the agricultural land capability classification system to conduct the analysis per state rules.

OAR 660-024-0067(4)(a) allows for areas of land not larger than 100 acres to be grouped together and studied as a single unit of land. In accordance with this rule, subareas 2, 3, 4, and 7 that are not larger than 100 acres are grouped together for the purposes of categorizing and evaluating land pursuant to the third and fourth priority categories.

OAR 660-024-0067(4)(b) allows for areas of land larger than 100 acres that are similarly situated to be grouped together for analysis. Most of the subareas over 100 acres in size have portions of soils of higher and lower capability grouped together. Separating the lands into smaller subareas based on agricultural land capability classification would not change the prioritization for inclusion into the UGB because the characteristics of the subareas still meet the definition of containing predominantly high-value farmland as defined in ORS 217.715. Therefore, subareas that group higher and lower capability resource lands can be grouped together and remain consistent with the intent of prioritization rule in OAR 660-024-0067(2). Table 12 demonstrates that each subarea is predominantly high-value farmland, based on the amount of prime or unique soils (acres) for each of the remaining subarea.

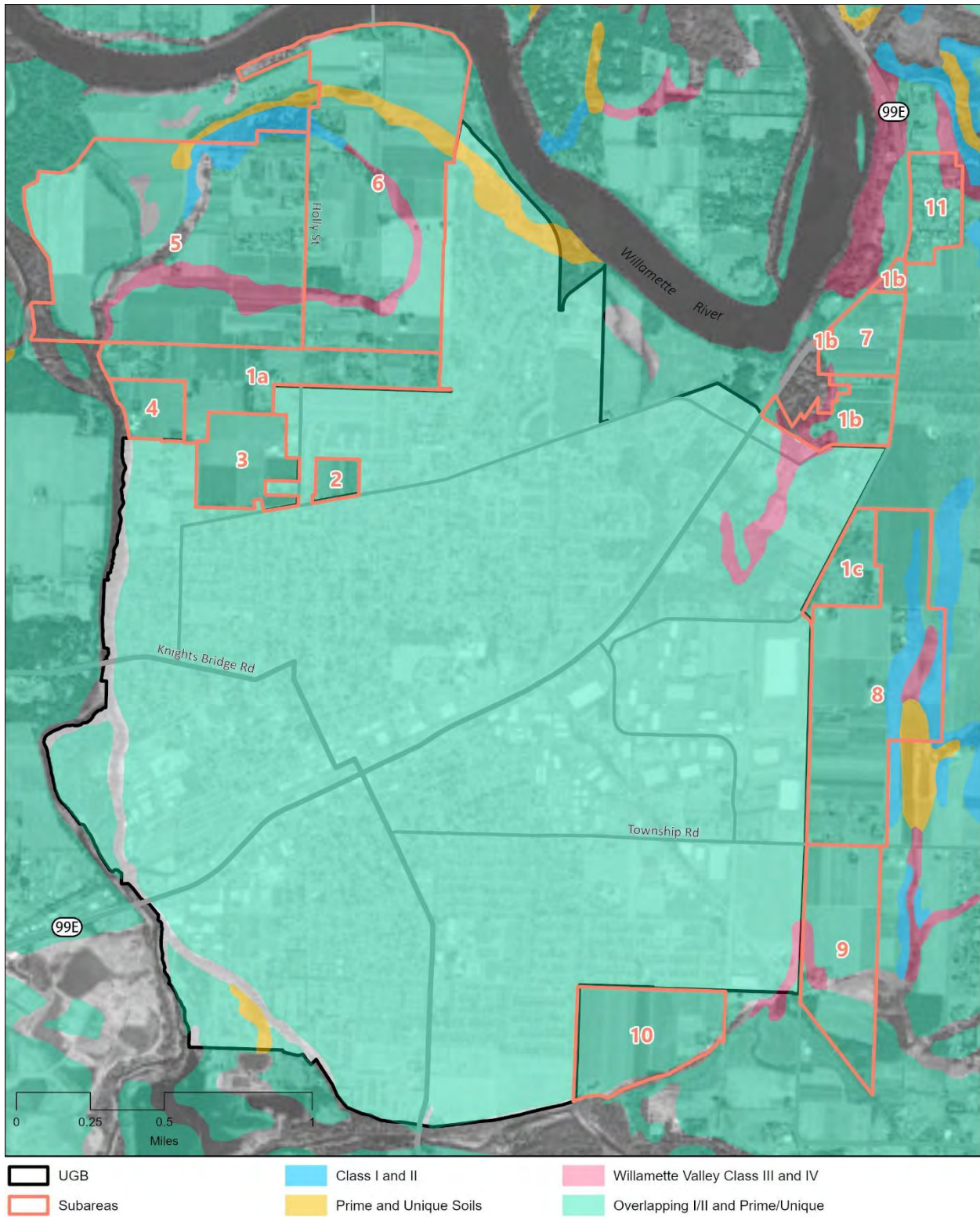
Table 12. Prime or Unique Soils

Subarea*	Total Acres in Subarea	Prime or Unique Soils (Acres) in Subarea	Percent Acres with Prime or Unique Soils
2	13.0	13.0	100%
3	60.8	60.8	100%
4	27.8	27.5	99%
5	392.5	308.4	79%
6	345.8	313.6	91%
7	40.5	39.1	97%
8	228.0	183.5	81%
9	112.0	96.7	86%
10	95.9	90.7	95%
11	39.0	33.8	87%
Total	1,355.3	1,167.0	86%

*Exception land subareas not included



Figure 15. High-Value Farmland and Subareas



The subareas have considerable overlap between the various definitions that designate land as high-value farmland. Table 13 identifies the amount of high-value farmland in each subarea with each definition separated.

Table 13. High-Value Farmland by Varying Definitions

Subarea*	High Value Farmland Areas				Non High Value Farmland Acres	Total Acres	Percent High Value Farmland
	Class I & II Soils	Willamette Soils Class III & IV	Prime or Unique (not in soil subclass)	Viticultural Area (not in soil subclass/ prime or unique)			
2	13.0	-	-	-	-	13.0	100%
3	60.8	-	-	-	-	60.8	100%
4	27.5	-	-	-	0.4	27.8	99%
5	319.7	33.9	3.4	-	35.5	392.5	91%
6	299.5	22.0	17.7	-	6.5	345.8	98%
7	39.1	0.5	-	0.1	0.9	40.5	98%
8	211.8	8.7	7.4	-	-	228.0	100%
9	96.7	6.7	-	-	8.7	112.0	92%
10	90.7	-	-	-	5.1	95.9	95%
11	33.8	5.2	-	-	-	39.0	100%
Total	1,192.5	76.9	28.6	0.1	57.0	1,355.3	96%

*Exception land subareas not included

Each of the subareas are predominantly high-value farmland for the purposes of determining third and fourth priority of land for inclusion in a UGB as outlined in OAR 660-024-0067(2).

The remaining non-exception land subareas were evaluated for third priority inclusion. Conclusions for each subarea are as follows:

Subarea 2 – Soils on the lands in this subarea are predominantly high-value, due to the status of “Prime farmland if irrigated”, and Class I or II soils.

The City finds that Subarea 2 does not qualify as having predominantly third priority land.

Subarea 3 – Soils on the lands in this subarea are predominantly high-value, due to the status of “Prime farmland if irrigated”, and Class I or II soils.

The City finds that Subarea 3 does not qualify as having predominantly third priority land.

Subarea 4 – Soils on the lands in this subarea are predominantly high-value, due to the status of “Prime farmland if irrigated”, and Class I or II soils.

The City finds that Subarea 4 does not qualify as having predominantly third priority land.

Subarea 5 – Soils on the lands in this subarea are predominantly high-value, due to the status of “All areas are prime farmland”, “Prime farmland if irrigated”, Class I or II soils, or subclass III or IV of Latourell loam.

Approximately 35 acres of the 392.4-acre subarea are not considered high-value farmland. This non-high-value farmland is separated from the existing UGB and consists of an “island” within the SFHA boundary and a “band” of soil type that runs north to south roughly along the SFHA boundary of the subarea.

Pursuant to OAR 660-024-0067(4)(b), areas of land larger than 100 acres that are similarly situated and have similar soils may be grouped together provided soils of lower agricultural or



forest capability may not be grouped with soils of higher capability in a manner inconsistent with the intent of section (2) of this rule, which requires that higher capability resource lands shall be the last priority for inclusion in a UGB.

Because the “island” and “band” of non-high-value soil is isolated from other similar types of soils, it would not present a logical separate subarea and was grouped into the greater Subarea 5. The 35.5 acres of non-high-value farmland out of the 392.4-acre subarea does not meet the threshold to be considered not predominantly high-value farmland.

The City finds that Subarea 5 does not qualify as having predominantly third priority land.

Subarea 6 – Soils on the lands in this subarea are predominantly high-value, due to the status of “All areas are prime farmland”, “Prime farmland if irrigated”, Class I or II soils, or subclass III or IV of Latourell loam.

In this subarea, 6.5 acres of non-high-value farmland exist, located on the very north portion of the subarea that is abutting the Willamette River. Pursuant to OAR 660-024-0067(4)(b), areas of land larger than 100 acres that are similarly situated and have similar soils may be grouped together provided soils of lower agricultural or forest capability may not be grouped with soils of higher capability in a manner inconsistent with the intent of section (2) of this rule, which requires that higher capability resource lands shall be the last priority for inclusion in a UGB.

Because the area of non-high-value soil along the Willamette River is isolated from other similar types of soils, it would not present a logical separate subarea and was grouped into the greater Subarea 6. The 6.5 acres of non-high-value farmland out of the 345.8-acre subarea does not meet the threshold to be considered not predominantly high-value farmland.

The City finds that Subarea 6 does not qualify as having predominantly third priority land.

Subarea 7 – Soils on the lands in this subarea are predominantly high-value, due to the status of “All areas are prime farmland”, Class I or II soils, or subclass III or IV of Latourell loam.

There are 0.9 acres of non-high-value farmland in this subarea, located to the east of East Madrona Lane in tax lot: 31E26 01300. Pursuant to OAR 660-024-0067(4)(a), areas of land not larger than 100 acres may be grouped together and studied as a single unit of land. The 0.9 acres of non-high-value farmland in the 40.5-acre subarea does not meet the threshold to be considered not predominantly high-value farmland.

The City finds that Subarea 7 does qualify as having predominantly third priority land.

Subarea 8 – Soils on the lands in this subarea are predominantly high-value, due to the status of “All areas are prime farmland”, “Farmland of unique importance”, Class I or II soils, or subclass III or IV of Dayton silt loam.

The City finds that Subarea 8 does not qualify as having predominantly third priority land.

Subarea 9 – Soils on the lands in this subarea are high-value, due to the status of “All areas are prime farmland”, Class I or II soils, or subclass III or IV of Latourell loam.

Approximately 9 acres of non-high-value resource lands exist in this subarea, located to the east of South Mulino Road in tax lot: 41E02 00600. Pursuant to OAR 660-024-0067(4)(b), areas of land larger than 100 acres that are similarly situated and have similar soils may be grouped together provided soils of lower agricultural or forest capability may not be grouped with soils of higher capability in a manner inconsistent with the intent of section (2) of this rule, which requires that higher capability resource lands shall be the last priority for inclusion in a UGB.



The 8.7 acres of non-high-value farmland within the 112.0-acre subarea does not meet the threshold to be considered not predominantly high-value farmland. Subarea 9 was created with the lower capability soils intentionally included. The City finds that there is no practical way to create the subarea to separate the higher and lower capability soils based on the location of the lower capability soils in the subarea.

The City finds that Subarea 9 does not qualify as having predominantly third priority land.

Subarea 10 – Soils on the lands in this subarea are predominantly high-value due to the status of “All areas are prime farmland” or are Class I or II soils.

Approximately 5 acres of non-high-value farmland exist in this subarea, located to the south of Southeast 13th Avenue along the boundary of the subarea in tax lots: 41E03 02400, 41E03 02500, 41E03 02600, 41E03 02601, and 41E03 02602. Pursuant to OAR 660-024-0067(4)(a), areas of land not larger than 100 acres may be grouped together and studied as a single unit of land. The 5.1 acres of non-high-value farmland within the 95.9-acre subarea does not meet the threshold for farmland that is not predominantly high-value. Subarea 10 was created with the lower capability soils intentionally included. There is no practical way to create the subarea to separate the higher and lower capability soils.

The City finds that Subarea 10 does not qualify as having predominantly third priority land.

Subarea 11 – Soils on the lands in this subarea are predominantly high-value, due to the status of “All areas are prime farmland”, Class I or II soils, or subclass III or IV of Latourell loam.

The City finds that Subarea 9 does not qualify as having predominantly third priority land.

Third Priority Conclusion

The City finds that through using the agricultural land capability classification system, there are no subareas that are not predominantly high-value farmland that can be prioritized for inclusion in the UGB to meet the land need. No lands are included using the Third Priority criteria. The City analyzed the remaining land for Fourth Priority inclusion.

Fourth Priority for Inclusion (OAR 660-024-0067(2)(d))

As dictated by ORS 195.300 and 215.710, defining high-value farmland relies on a series of soil, crop, water, and topographic analyses. Included in the 12 definitions of high-value farmland in state statutes, high-value farmland is defined as areas predominantly composed of soils classified as Class I or Class II by NRCS. Class I and Class II soils are high-value soils because they are resilient to damage, easy to manage, and have few limitations for field crops. Pursuant to OAR 660-024-0067(4)(d), predominantly means more than 50 percent of the land being evaluated. Based on these definitions, Canby’s UGB Study Area is predominantly composed of Class I or Class II soils.

The Study Area is evaluated against the remaining sections of ORS 195.300 and 215.710. Land located in EFU zones within irrigation districts or water use permit holdings, the prevalence of wine grape crops, and land containing named high-value soils or specific elevations, slopes, and aspects within the Willamette Valley viticultural area are determined as high-value farmland.

Table 12 demonstrates acreage high-value Prime or Unique soils separated. Table 13 outlines the different categories of high-value farmland that make up each remaining subarea. As determined, most of the remaining lands have Prime and/or Unique soils overlapping with the other definitions of high-value farmland. The presence of Prime or Unique soils are considered



in the determination of farmland value; however, the predominance of Class I or Class II soils is enough to consider the entire Study Area to be predominantly high-value farmland.

Fourth Priority for inclusion into the UGB are areas of predominantly high-value farm or forest land. The Fourth Priority inclusion criteria state that a city may not select land that is predominantly made up of prime or unique farm soils, as defined by the USDA NRCS, unless there is an insufficient amount of other land to satisfy its land need. As established, there is a remaining land need of 355.5 acres after the suitability analysis for first priority lands determined that all exception lands are suitable for inclusion. The remaining non-exception resource land is being considered for Fourth Priority inclusion into the UGB to meet the land need.

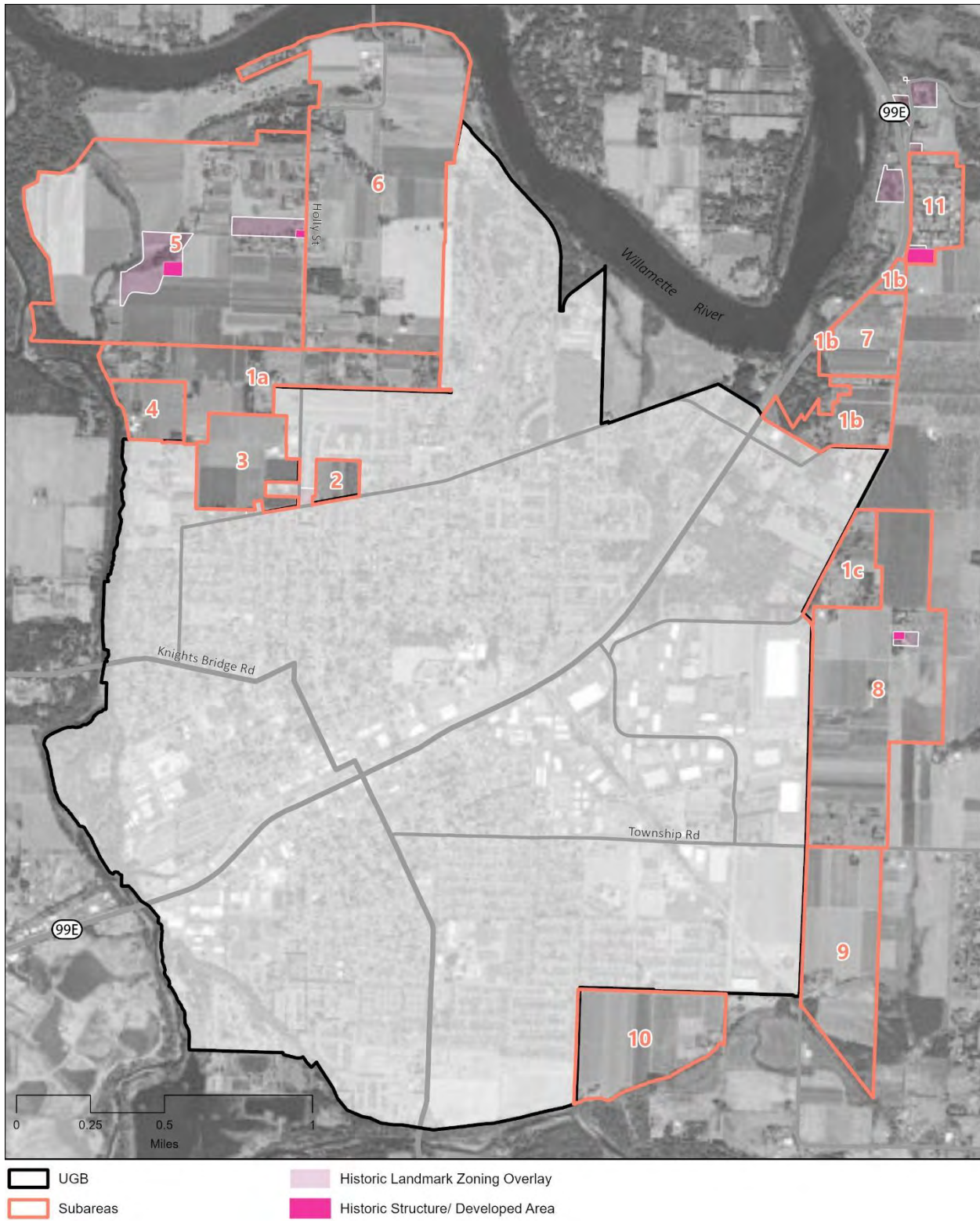
Subareas 2, 3, 4, 5, 6, 7, 8, 9, 10, and 11 collectively have more than enough land to satisfy the identified need. The following tables demonstrate the suitability for inclusion to meet the remaining land need using the suitability criteria of OAR 660-024-0067(5). For residential and commercial uses, parcels of less than 2 acres, parcels that meet exclusion criteria (slopes of 25% or more), and parcels with Goal 5 resources are excluded. For industrial uses, parcels of less than 5 acres, parcels that meet exclusion criteria (slopes of 10% or more), and parcels with Goal 5 resources are excluded.

Goal 5 resources considered unsuitable include portions of parcels that contain historic resources. Clackamas County Goal 5 resource data identifies four historic structures that have a National Register of Historic Places designation within the Study Area, as shown in Figure 16.

- **Kraft-Brandes-Culbertson Farmstead.** Located at 2525 N. Baker Drive, this site includes the historic barn and water tower.
- **Olson, Olaf E & Anna House.** Located at 3019 N. Holly Street, this site includes a historic garage, pumphouse, machine shed, and chicken coup.
- **Bradt, John, Farm.** Located at 10012 S New Era Road, this site includes a historic pumphouse, smokehouse, granary, pig shed, and milk shed.
- **Freeze, Harvey & Anna, Farm.** Located at 23300 S. Blount Road, this site includes a historic woodshed and pumphouse.



Figure 16. Exclusion of Historic Landmarks.



The tax lots on which the historic structures are located are much larger than the structure(s) or Clackamas County Historic Landmark Zoning Overlay (HLZO) protections. For each of the four sites, the acreage of the footprint of the historic structure(s) was removed from the site as undevelopable, but the rest of the Clackamas County Historic Landmark Zoning Overlay (HLZO) and tax lot was left in the inventory (Table 14).

Table 14. Historic Resources Sites and Acreage

Site	HLZO Acres	Structure(s) Acres
Kraft Brandes Culbertson Farmstead	19.98	1.89
Olson, Olaf & Anna House	9.86	0.47
Bradt, John Farm	2.51	2.51
Freeze, Harvey & Anna, Farm	2.48	0.61
TOTAL	34.83	5.48

Fourth Priority Suitability Criteria

As shown in Table 15, there are 1,355.3 acres of fourth priority land in the Study Area, of which 1,110.0 acres are considered suitable to meet the land need for commercial uses after applying the suitability criteria of OAR 660-024-0067(5)(f-g). This amount of land exceeds the amount necessary to satisfy the less than one acre commercial land deficiency.

Table 15. Fourth Priority Lands Suitability – Commercial

Subarea	Total Acres	# of Tax Lots	# of Tax Lots ≤2 Acres	Primarily 2 Acres or Less	Exclusion Acres ⁵	Goal 5 Acres ⁶	Suitable Acres ⁷
2	13.0	1	0	No	0.0	0.0	13.0
3	60.8	3	0	No	0.0	0.0	60.8
4	27.8	3	1	No	0.0	0.0	27.8
5	392.5	26	4	No	163.1	18.9	226.6
6	345.8	60	29	No	8.4	28.0	315.6
7	40.5	3	1	No	0.0	0.2	40.3
8	288.0	19	3	No	0.0	0.6	227.4
9	112.0	2	1	No	42	4.3	69.9
10	95.9	5	2	No	0.0	0.1	95.8
11	39.0	7	3	No	2.9	2.9	32.8
Total	1,355.3	129	44	-	216.5	54.9	1,110.0

The City also considered the specific suitability criteria for Industrial Uses for employment land need because there is a high need for industrial land determined in the EOA, as shown in Table 16.

⁵ Goal 5 resources include (Clackamas County GIS): Willamette River Greenway, Riparian Buffer (based on Stream Creeks Buffer attribute), Wetlands (via Title3_Wetlands layer), Historic Landmarks (via Zoning reduced to developed area of parcel).

⁶ Exclusion/Constraints include: Open Water, Floodplain, 25% slopes /10% for industrial, Cemetery (Metro's Orca data set - cemetery in subarea 11).

⁷ Acreage deductions may overlap (e.g., Exclusion Acres, Goal 5 Acres, 25%/10% Slope Acres) so that Suitable Acres do not reflect a total deduction of each deduction column.



Table 16. Fourth Priority Lands Suitability – Industrial

Subarea	Total Acres	# of Tax Lots	Acres of Tax Lots <5 Acres	Exclusion Acres	Goal 5 Acres	10% Slope Acres	Suitable Acres
2	13.0	1	0	0	0	0	13.0
3	60.8	3	0	0	0	0	60.8
4	27.8	3	1.2	0	0	0	26.6
5	392.5	26	11.6	163.1	18.9	20.7	195.3
6	345.8	60	87.6	8.4	28.0	27.9	227.1
7	40.5	3	0.2	0	0.2	1.6	38.5
8	228.0	19	21.3	0	0.6	13.9	192.9
9	112.0	2	0.9	42.1	4.3	1.0	68.0
10	95.9	5	5.2	0.0	0.1	1.1	90.1
11	39.0	7	11.4	3	2.9	3.5	25.1
Total	1,355.3	129	139.3	216.5	54.9	69.8	937.4

Of the 1,355.3 acres of fourth priority land in Study Area 937.4 acres are suitable for industrial employment uses after applying the suitability criteria of OAR 660-024-0067(5)(d). This amount of land exceeds the amount necessary to satisfy the need deficiency.

While 100% of Canby’s residential land need can be accommodated in first priority lands, Table 17 shows that there are 1,355.1 acres of fourth priority land that are suitable to meet the residential and parks land need after applying the suitability criteria of OAR 660-024-0067(5).

Table 17. Fourth Priority Lands Suitability – Residential

Subarea	Total Acres (Gross)	Total Lots	Lots >2 Acres	Capacity for New Housing – Units	% of Land Need Available in Subarea	% Constrained (Residential)
2	13.0	1	1	78	13%	0.0%
3	60.8	3	3	374	61%	0.0%
4	27.8	3	2	160	26%	0.0%
5	392.4	26	22	1,405	229%	40.7%
6	345.8	60	31	1,795	293%	4.8%
7	40.5	3	2	232	38%	0.1%
8	227.9	19	16	1,313	214%	1.0%
9	112.0	2	1	463	76%	30.7%
10	95.9	5	3	546	89%	1.1%
11	39.0	7	7	0	0	26.5%
Total	1,355.1	129	88	6,366		



5. Goal 14 Location Factors Analysis

With an excess of suitable fourth priority lands, the subareas must be analyzed with the Goal 14 Location Factors pursuant to OAR 660-024-0067(1)(c) to determine which of the subareas are best suited for inclusion into the UGB to satisfy the remaining land need.

A boundary location analysis compares alternative locations and considers which addition to the UGB will result in the most accommodating and cost-effective boundary, while creating the fewest conflicts with neighboring land uses, and causing the least amount of negative environmental, economic, social, and energy consequences through expansion.

The boundary location analysis process is governed by Goal 14 and ORS 197A.285 and with consideration of the following factors:

- Efficient accommodation of identified land needs;
- Orderly and economic provision of public facilities and services;
- Comparative environmental, energy, economic and social consequences; and
- Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

These factors are weighed equally to form a balanced analysis and considered sequentially. The analyses do not provide definitive conclusions as to where the UGB should expand, but rather, provide data necessary for an informed decision about how the City should grow over the coming decades.

Combined, the 20-year land need for residential and associated uses and employment land needs is 541.7 acres. The first priority for inclusion is the 199.9 acres of exception lands, leaving 341.8 acres of unmet land need.

The following sections provide the necessary evaluation of proposed lands being considered for the expansion area.

Goal 14 Location Factor 1

Several criteria determine the efficiency of subarea inclusion – proximity to the existing UGB and city center, average parcel size, and compatibility with adjacent land uses.

Proximity

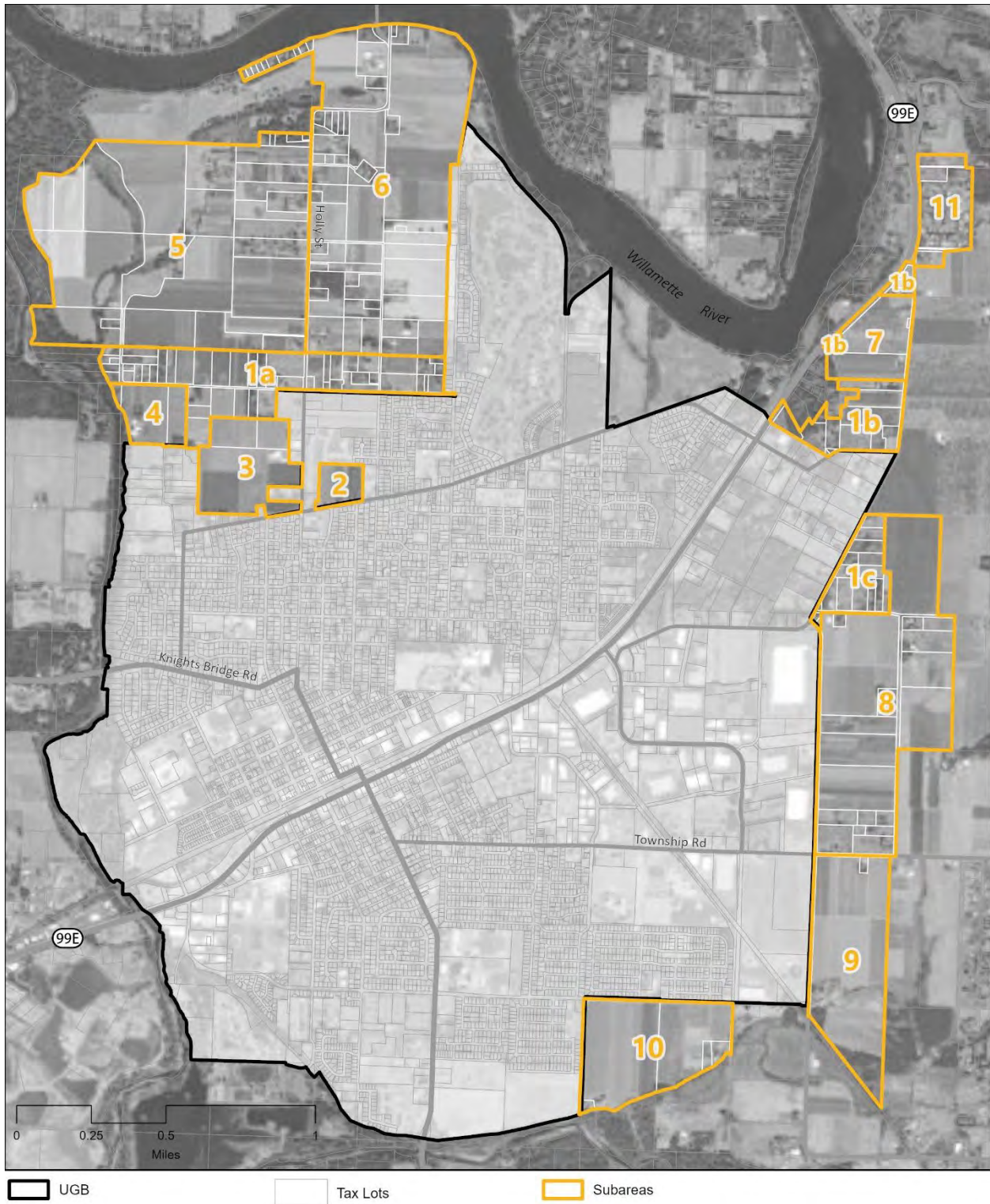
Land adjacent to the existing UGB offers multiple benefits:

- Leverages prior infrastructure investments
- Provides access to current services and amenities
- Supports downtown businesses
- Reduces VMT and supports active modes of transportation (walking and biking)
- Increases housing choice and promotes affordability
- Preserves valuable agriculture and forest land

An ideal expansion area is directly adjacent to a current UGB free of major barriers and with all land within ¼ mile of the UGB. “Leapfrog” development is growth that bypasses closer available land, relies on new infrastructure investments, increases car-dependency, and results in greater overall land consumption. Subarea locations and tax lots are shown in Figure 17.



Figure 17. Study Area Subareas and Tax Lots



Parcel Size

Larger parcels facilitate development more efficiently, since smaller parcels often need to be consolidated. Large tracts tend to offer a higher rate of return on investment for developers and as stated above in Chapter 2, the EOA identifies large lots for industrial in the land need. Diversity of tract sizes can also be advantageous for residential and neighborhood-scale commercial land need. Parcel size is also used in calculating the capacity of each subarea to supply new residential units in Table 18. Capacity calculations rely on OAR 660-024-0067(6)(a) for assumptions on parcels less than 2 acres. Parcels greater than 2 acres are calculated on an average density by zone from the Housing Needs Analysis for buildable land (gross acres for all parcels greater than 2 acres minus environmental constraints common to residential development, minus existing structures and right-of-way).

Compatibility

Ensuring that new development is compatible with adjacent uses is an essential component of Location Factor 1 – the efficient accommodation of identified land needs. While the specific focus of Location Factor 4 is compatibility with nearby farm and forest activities, this factor looks at compatibility with adjacent urban uses. Compatibility is essential for maintaining protecting public health, reducing land use conflicts, and the effective use of infrastructure more effectively.

Based on community feedback, residential uses are more appropriate for subareas in the northwest portion of the Study Area (1a, 2, 3, 4, 5, 6). Subareas to the northeast (1b, 1c, 7) could be appropriate for either residential or employment uses. Subarea 11 is currently developed with residential uses. Employment uses are more appropriate in the eastern subareas (8, 9). Subarea 10 to the south could be compatible with residential or employment uses.

Table 18 summarizes subareas 2-11 relative to efficiently accommodate identified land needs.

Table 18. Evaluation of Factor 1 Characteristics

Subarea	Evaluation/Comments (Proximity, Parcel Size, Suitable Land)
2	<p>Subarea 2 is very well-suited for efficient residential development</p> <ul style="list-style-type: none"> • Located entirely within Canby city limits • One 13-acre parcel • All of the 13 acres are suitable for residential development
3	<p>Subarea 3 is very well-suited for efficient residential development</p> <ul style="list-style-type: none"> • Surrounded on three sides by Canby city limits • 3 parcels totaling nearly 61 acres • Nearly all of the 61 acres are suitable for residential development
4	<p>Subarea 4 is well-suited for efficient residential development</p> <ul style="list-style-type: none"> • South boundary abuts Canby city limits; north and east boundaries abuts exception land (subarea 1a) • 3 parcels totaling 27.8 acres • All 27.8 acres are suitable for residential development • Subarea 4 is currently operating as a very successful dahlia farm. Swan Island Dahlias is a cultural institution and economic generator in Canby and is unlikely to be redeveloped in the future.⁸
5	<p>Subarea 5 is not currently well-suited for efficient urban development</p> <ul style="list-style-type: none"> • Does not abut Canby city limits; south boundary abuts exception land (subarea 1a) • 26 parcels totaling 393 gross acres; includes 381 acres on 20 parcels larger than 5 acres

⁸ A Swan Island Dahlias Forever Stamp was released in April 2025. [2025 - Dahlia Stamp Release April 26, 2025 | Swan Island Dahlias | Swan Dahlias](#)



Subarea	Evaluation/Comments (Proximity, Parcel Size, Suitable Land)
	<ul style="list-style-type: none"> • 226.6 of 392 acres are suitable for residential use due to significant Goal 5 constraints
6	<p>Subarea 6 is well-suited for efficient residential development</p> <ul style="list-style-type: none"> • Most of east boundary abuts Canby city limits; south boundary abuts exception land (subarea 1a) • 60 parcels totaling 346 gross acres; includes 258 acres on 15 parcels larger than 5 acres; nearly half the parcels are less than one acre • 315.6 of 346 acres are suitable for residential use
7	<p>Subarea 7 is well-suited for efficient urban development</p> <ul style="list-style-type: none"> • Does not abut Canby city limits; south boundary abuts exception land (subarea 1b) • 3 parcels totaling 40.5 gross acres; includes 40.3 acres on 2 parcels larger than 5 acres • 38.5 acres are suitable for industrial use
8	<p>Subarea 8 is very well-suited for efficient employment development</p> <ul style="list-style-type: none"> • West boundary abuts Canby city limits; north boundary abuts exception land (subarea 1c) • 19 parcels totaling 228 gross acres; includes 207 acres on 10 parcels larger than 5 acres • 192.9 acres are suitable for industrial use
9	<p>Subarea 9 is well-suited for efficient employment development</p> <ul style="list-style-type: none"> • West boundary abuts Canby city limits • 2 parcels totaling 112 gross acres; including 111 acres on 1 parcel • 68.0 acres are suitable for industrial use
10	<p>Subarea 10 is very well-suited for efficient urban development</p> <ul style="list-style-type: none"> • West and north boundaries abut Canby city limits • 5 parcels totaling 96 gross acres; includes 91 acres on 2 parcels larger than 5 acres • 90.1 acres are suitable for industrial use
11	<p>Subarea 11 is not well-suited for efficient urban development</p> <ul style="list-style-type: none"> • Does not abut Canby city limits; south boundary adjacent to exception land (subarea 1b) • 7 parcels totaling 39 gross acres; including 27.6 acres on 1 parcel larger than 5 acres • Includes a very small amount of buildable land due to the presence of a manufactured home park and cemetery • 25.1 acres are suitable for industrial use

Findings

Contiguosness with existing city limits/UGB is the most practical and efficient means for expansion. Subarea 2 lies entirely within the existing boundary. Subareas 3, 4, 6, 8, 9, and 10 are all contiguous with the existing boundary and several (3, 4, 6, 8) are also contiguous with exception land. Subarea 7 is surrounded by exception land that will be brought into the UGB but is not contiguous with the existing boundary. Subarea 5 is contiguous with exception land, and subarea 11 touches exception land, but neither are contiguous with the existing boundary.

The 74 acres of unconstrained land in subareas 2 and 3 are the best candidates for residential expansion due to their location land in between the existing UGB and the identified exception land. They are not suitable for industrial uses due to adjacent residential development. Subareas 8 and 9 are the best candidates for industrial expansion given proximity to the existing UGB and the presence of large parcels, even though the amount of suitable land is lower due to environmental constraints.

Goal 14 Location Factor 2

Factor 2 requires the City to consider opportunities for orderly and economic provision of public facilities and services. This section focuses on provision of roads, water, sanitary, and wastewater services and evaluates the advantages and disadvantages for expansion for each subarea for these services.



TRANSPORTATION

The transportation goals and objectives in the OAR Chapter 660 Division 12, Transportation Planning were reviewed to help inform the development of the transportation evaluation criteria for the UGB expansion subareas. The relevant objectives included as part of Chapter 660 are identified below:

- (a) Provide safe transportation for all Oregonians;
- (b) Promote the development of transportation systems adequate to serve statewide, regional, and local transportation needs;
- (c) Provide a transportation system that serves the mobility and access needs of those who cannot drive and other underserved populations;
- (d) Provide for affordable, accessible and convenient transit, pedestrian, and bicycle access and circulation, with improved connectivity to destinations people want to reach, such as education facilities, workplaces, services, shopping, places of worship, parks, open spaces, and community centers;
- (e) Reduce pollution from transportation to meet statewide statutory and executive goals to reduce climate pollution;
- (f) Recognize and remedy impacts of past practices that have harmed underserved populations, such as redlining, displacement, exclusionary zoning, inaccessible design, and roadway and other public infrastructure siting;
- (g) Engage underserved populations in decision-making and prioritize investments serving those communities;
- (h) Facilitate the safe flow of freight, goods, and services within regions and throughout the state through a variety of modes including road, air, rail, and marine transportation;
- (i) Protect the functions of existing and planned transportation facilities, corridors, and sites;
- (j) Provide for the construction and implementation of transportation facilities, improvements, and services necessary to support acknowledged comprehensive plans;
- (k) Identify how transportation facilities are provided on rural lands consistent with the statewide planning goals;
- (l) Protect and restore safe passage for fish and wildlife, flood waters, and other natural system functions at roadway crossings of waterbodies and other native habitat corridors;
- (m) Require coordination among affected local governments and transportation service providers and consistency between state, regional, and local transportation plans; and
- (n) Encourage changes to comprehensive plans to be supported by adequate planned transportation facilities for all modes.

The following transportation evaluation criteria were used to qualitatively assess the subareas considered for potential UGB expansion against Factor 2 for transportation:

- **Accessibility and Connectivity:** Has proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.



- **Safety and Security:** Has safe and convenient multi-modal access to destinations for people of all ages and abilities.
- **Healthy People and Environment:** Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.
- **Equity:** Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.
- **Reliability and Efficiency:** Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.
- **Fiscal Responsibility:** Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.

The evaluation criteria were used to qualitatively assess the subareas 2-11 considered for potential UGB expansion against Factor 2 for transportation, as shown in Tables 19–28.

DRAFT



Table 19. Evaluation of Factor 2, Subarea 2 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	Opportunities to integrate collector street or neighborhood route connections via N Ivy Street and NE Territorial Road. Nearby arterial connections are available to the south via N Knights Bridge Road and N Ivy Street, but these connections require travel through the existing residential neighborhoods in the UGB.
SAFETY AND SECURITY	Safe and convenient multi-modal access to destinations for people of all ages and abilities.	Area is near downtown Canby and its essential destinations (e.g., schools, parks, library, downtown amenities).
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	No known constraints.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	Local street and multi-modal extensions from adjacent areas are feasible.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system due to its proximity to established neighborhoods in the existing UGB.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along NE Territorial Road in the subarea. This area would increase travel through the existing residential neighborhoods in the UGB that may necessitate infrastructure to encourage safe travel speeds and volumes in those areas.
SUMMARY	Subarea 2 fully meets all criteria except for Fiscal responsibility, which it meets partially. Subarea 2 has the potential to naturally tie into the existing Canby transportation infrastructure. However, some of this infrastructure will require urban upgrades to support future development. The subarea is near the established portion of Canby, and has accessible, safe, and convenient multimodal access to essential destinations.	



Table 20. Evaluation of Factor 2, Subarea 3 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via N Holly Street and NE Territorial Road towards the east end of this area. However, the west end of this area has challenges with integrating with an existing collector such as N Birch Street given existing development patterns, although an extension of N Grant Street is possible. Nearby arterial connections are available to the south via N Knights Bridge Road and N Ivy Street, but these connections require travel through the existing residential neighborhoods in the UGB.
SAFETY AND SECURITY	Safe and convenient multi-modal access to destinations for people of all ages and abilities.	The area is near downtown Canby and its essential destinations (e.g., schools, parks, library, downtown amenities).
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	No known constraints have been identified.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	Local street and multi-modal extensions from the adjacent areas are feasible on the east side of this subarea. Connections to serve the west side of this subarea are hindered by existing development.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system due to its proximity to established neighborhoods in the existing UGB.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along N Holly Street and NE Territorial Road in the subarea. This area has more reliance on N Holly Street and may require an adjacent collector connection. It also increases travel through the existing residential neighborhoods in the UGB that may necessitate infrastructure to encourage safe travel speeds and volumes in those areas.
SUMMARY	Subarea 3 fully meets criteria for Safety and Security, Healthy People and Environment, and Reliability and Efficiency, and partially meets criteria on accessibility and connectivity, equity, and fiscal responsibility. Subarea 3 has the potential to tie into the existing Canby transportation infrastructure, but not as well as Subarea 2. The existing land uses that occupy most of the area to the south of this subarea limit connectivity in that direction. To establish connectivity, the eastern portion of the area would likely need to develop first and integrate into existing street networks. However, this subarea is near the established portion of Canby, and has accessible, safe, and convenient multimodal access to essential destinations.	



Table 21. Evaluation of Factor 2, Subarea 4 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via N Birch Street and NE Territorial Road. However, these will require urban standard roadway upgrades through undeveloped areas inside the current UGB. Nearby arterial connections are available to the south via N Knights Bridge Road and N Ivy Street, but these connections require travel through the existing residential neighborhoods in the UGB.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	The area is near downtown Canby and its essential destinations (e.g., schools, parks, library, downtown amenities).
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	This subarea borders the Molalla River, and any future development must establish appropriate barriers.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	New development may attract more vehicular centric activity in an area with limited active transportation connectivity to the existing UGB. N Birch Street will need to be upgraded to provide balanced modal options accessing the subarea.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system with urban standard roadway upgrades along N Birch Street in the existing UGB to connect to the established neighborhoods to the south.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along N Birch Street in the subarea, and along segments of N Birch Street in the existing UGB. This area has more reliance on N Birch Street and may require an adjacent collector connection. It also increases travel through the existing residential neighborhoods in the UGB that may necessitate infrastructure to encourage safe travel speeds and volumes in those areas.
SUMMARY	Subarea 4 fully meets the criterion on Safety and Security and partially meets the remaining criteria. Subarea 4 has the potential to tie into the existing Canby transportation infrastructure, but not as well as Subareas 2 or 3. In comparison to those subareas, it requires more urban standard roadway upgrades in the existing UGB to provide accessible, safe, and convenient multimodal access to essential destinations in the established portion of Canby.	



Table 22. Evaluation of Factor 2, Subarea 5 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via N Holly Street and N Birch Street. However, these will require urban standard roadway upgrades through undeveloped areas inside and outside of the current UGB. Nearby arterial connections are available to the south via N Knights Bridge Road and N Ivy Street, but these connections require travel through the existing residential neighborhoods in the UGB.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	The subarea is reasonably close to downtown Canby and its essential destinations (e.g., schools, parks, library, downtown amenities).
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	This subarea borders the Molalla River and includes some natural environments, and any future development must establish appropriate barriers.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	New development may attract more vehicular centric activity in an area with limited active transportation connectivity to the existing UGB. N Holly Street and N Birch Street will need to be upgraded to provide balanced modal options accessing the subarea.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system with urban standard roadway upgrades along N Holly Street and N Birch Street in the existing UGB to connect to the established neighborhoods to the south.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along N Holly Street and N Birch Street in the subarea, and along segments of these roadways in the existing UGB. This area increases travel through the existing residential neighborhoods in the UGB that may necessitate infrastructure to encourage safe travel speeds and volumes in those areas.
SUMMARY	Subarea 5 partially meets all evaluation criteria. Subarea 5 has the potential to tie into the existing Canby transportation infrastructure, but not as well as Subareas 2 or 3. Similar to Subarea 4, it requires more urban standard roadway upgrades in the existing UGB to provide accessible, safe, and convenient multimodal access to essential destinations in the established portion of Canby.	



Table 23. Evaluation of Factor 2, Subarea 6 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via N Holly Street, N Locust Street and N Maple Street. Nearby arterial connections are available to the south via N Knights Bridge Road and N Ivy Street, but these connections require travel through the existing residential neighborhoods in the UGB.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	The subarea is reasonably close to downtown Canby and its essential destinations (e.g., schools, parks, library, downtown amenities).
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	This subarea borders the Willamette River and includes some natural environments, and any future development must establish appropriate barriers.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	New development may attract more vehicular centric activity in an area with limited active transportation connectivity to the existing UGB. N Holly Street, N Locust Street and N Maple Street will need to be upgraded to provide balanced modal options accessing the subarea.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system with urban standard roadway upgrades along N Holly Street, N Locust Street and N Maple Street in the existing UGB to connect to the established neighborhoods to the south.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along N Holly Street, N Locust Street and N Maple Street in the subarea, and along segments of these roadways in the existing UGB. This area increases travel through the existing residential neighborhoods in the UGB that may necessitate infrastructure to encourage safe travel speeds and volumes in those areas.
SUMMARY	Subarea 6 partially meets all evaluation criteria. Subarea 6 has a higher potential to tie into the existing Canby transportation infrastructure with multiple north-south travel routes compared to Subareas 4 or 5, but similarly it requires more urban standard roadway upgrades in the existing UGB to provide accessible, safe, and convenient multimodal access to essential destinations in the established portion of Canby.	



Table 24. Evaluation of Factor 2, Subarea 7 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via Haines Road. Nearby arterial connections are available to the west via OR 99E.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	Area is isolated, with access to and from the area being vehicle centric with no walking, biking, or rolling facilities to/from the subarea.
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	No known constraints have been identified.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	New development may attract more vehicular centric activity in an area with limited active transportation connectivity to the existing UGB. Haines Road and its intersection with OR 99E will need to be upgraded to provide balanced modal options accessing the subarea.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system with urban standard roadway upgrades along Haines Road in the existing UGB to connect to the established areas to the southwest.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along Haines Road in the subarea, and along segments of this roadways in the existing UGB. Upgrades will also be needed at the OR 99E intersection with Haines Road.
SUMMARY	Subarea 7 fully meets criteria for Accessibility and Connectivity, and Healthy People and Environment. It partially meets criteria for Reliability and Efficiency and negatively impacts the remaining criteria. In Subarea 7, local mobility, safe access, and balanced multimodal connectivity to the established infrastructure in the existing UGB to the southwest are limited by the need for significant urban upgrades along Haines Road and at the OR 99E intersection with Haines Road.	



Table 25. Evaluation of Factor 2, Subarea 8 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via Mulino Road, Township Road, SE 4 th Avenue and Bremer Road. Nearby arterial connections are available to the north via OR 99E, accessed via collector roadways in the existing UGB.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	Access to Mulino Road and Township Road provide connections to essential destinations (schools, downtown amenities). Area connectivity will rely on upgrades to rural unimproved roadways.
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	This subarea includes some natural environments, and any future development must establish appropriate barriers.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	Local street and multi-modal extensions from the adjacent areas are feasible.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system due to its proximity to established areas in the existing UGB.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along Mulino Road, Township Road and Bremer Road, and SE 4 th Avenue will need to be extended into the subarea.
SUMMARY	Subarea 8 partially meets criteria for Safety and Security, and Healthy People and Environment, and fully meets the remaining criteria. Subarea 8 has strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E. This Subarea has strong opportunities for a mix of uses and development types.	



Table 26. Evaluation of Factor 2, Subarea 9 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via Mulino Road and Township Road. Nearby arterial connections are available to the north via OR 99E, accessed via collector roadways in the existing UGB.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	Access to Mulino Road and Township Road provide connections to essential destinations (schools, downtown amenities). Area connectivity will rely on upgrades to rural unimproved roadways.
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	No known constraints have been identified.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	Local street and multi-modal extensions from the adjacent areas are feasible.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system due to its proximity to established areas in the existing UGB.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along Mulino Road and Township Road in the subarea.
SUMMARY	Subarea 9 partially meets the criterion for Safety and Security and fully meets the remaining criteria. Subarea 9 is similar to Subarea 8, in that it has strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E. This Subarea again has strong opportunities for a mix of uses and development types.	



Table 27. Evaluation of Factor 2, Subarea 10 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via Sequoia Parkway. Nearby arterial connections are available via SE 13 th Avenue.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	Access to SE 13 th Avenue and Sequoia Parkway provide connections to essential destinations (schools, parks, downtown amenities).
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	No known constraints have been identified.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	Local street and multi-modal extensions from the adjacent areas are feasible.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system due to its proximity to established areas in the existing UGB.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along SE 13 th Avenue in the subarea.
SUMMARY	Subarea 10 fully meets all criteria. Subarea 10 has a strong potential to naturally tie into the existing transportation infrastructure in the UGB with limited urban upgrades.	



Table 28. Evaluation of Factor 2, Subarea 11 (Transportation)

Evaluation Criteria	IDEAL DEFINITION	COMMENTS
ACCESSIBILITY AND CONNECTIVITY	Has close proximity to convenient and accessible transportation facilities for all users that allows for multi-modal connections to destinations throughout the city and beyond.	There are opportunities to integrate collector street or neighborhood route connections via Haines Road. Nearby arterial connections are available to the west via OR 99E.
SAFETY AND SECURITY	Has safe and convenient multi-modal access to destinations for people of all ages and abilities.	Area is isolated, with access to and from the area being vehicle centric with no walking, biking, or rolling facilities to/from the subarea.
HEALTHY PEOPLE AND ENVIRONMENT	Allows for new multi-modal facilities that protect the natural, cultural, and developed environments and encourage healthy and active living for all.	No known constraints have been identified.
EQUITY	Allows for new multi-modal facilities that eliminate transportation related disparities and barriers and are affordable for all users.	New development may attract more vehicular centric activity in an area with limited active transportation connectivity to the existing UGB. Haines Road and its intersection with OR 99E will need to be upgraded to provide balanced modal options accessing the subarea.
RELIABILITY AND EFFICIENCY	Allows for an integrated and connected system of roadways, transit and bicycle and pedestrian facilities.	Future development can be integrated into the adjacent multimodal system, but it requires significant urban standard roadway upgrades along Haines Road in the existing UGB to connect to the established areas to the southwest.
FISCAL RESPONSIBILITY	Allows for a transportation system that maximizes assets, minimizes costs, and enhances the surrounding community through right sized infrastructure.	Urban standard roadway upgrades would be needed along Haines Road in the subarea, and along segments of this roadways in the existing UGB. Upgrades will also be needed at the OR 99E intersection with Haines Road.
SUMMARY	Subarea 11 fully meets criteria for Accessibility and Connectivity, and Healthy People and Environment, and negatively impacts all remaining criteria. In Subarea 11, local mobility, safe access, and balanced multimodal connectivity to the established infrastructure in the existing UGB to the southwest are limited by the need for significant urban upgrades along Haines Road and at the OR 99E intersection with Haines Road.	

Findings

Subareas 2, 3, 8, 9, and 10 provide the best opportunities for using existing transportation services and the most economical areas for UGB expansion considering roads in Canby.



UTILITIES

Utility criteria examine existing services and soil groups to establish suitability for water, sewer, and stormwater services. Utility improvements required to serve subareas 2-11 were evaluated by reviewing relevant plans and policies, utility master plans, existing infrastructure mapping, location of subareas, and other relevant information obtained from City staff. Utility service needs of the UGB expansion areas were evaluated based on the following criteria.

Water Service

- Does the subarea have existing water infrastructure to support development?
- Does the subarea have planned water infrastructure upgrades to support development?
- Is a mainline extension required to serve the subarea?
- Are there any identified deficiencies within or adjacent to the subarea?
- Relative to other options, what is the cost to provide service?

Sanitary Sewer Service

- Does the subarea have existing sanitary infrastructure to support development?
- Does the subarea have planned sanitary infrastructure upgrades to support development?
- Is a mainline extension required to serve the subarea?
- Are there any identified deficiencies within or adjacent to the subarea?
- Relative to other options, what is the cost to provide service?

Stormwater Service

- Does the subarea have existing storm infrastructure to support development?
- Does the subarea have planned storm infrastructure upgrades to support development?
- Is a mainline extension required to serve the subarea?
- Are there any identified deficiencies within or adjacent to the subarea?
- Relative to other options, what is the cost to provide service?

Table 29 summarizes the evaluation of subareas 2-11 relative to these criteria.

Table 29. Location Factor 2 - Utilities

Subarea	Water Services	Sanitary Sewer Services	Stormwater Services
2	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent connections on all sides of subarea.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent connections on all sides of subarea.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent connections on all sides of subarea. Soils in subarea suitable for infiltration.</p> <p>Disadvantages: None</p>



Subarea	Water Services	Sanitary Sewer Services	Stormwater Services
3	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 12” water pipe east and South of subarea.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 8” sewer east and south of subarea.</p> <p>Disadvantages: Pipe upsizing in surrounding area may need to occur to support development in subarea.</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent stormwater pipe south of subarea (unknown diameter). Soils in subarea suitable for infiltration</p> <p>Disadvantages: None</p>
4	<p>No existing water infrastructure.</p> <p>Disadvantages: Subarea requires utility extension of other subareas to develop for water services.</p>	<p>No existing sewer infrastructure.</p> <p>Disadvantages: Subarea requires utility extension of other subareas to develop for sanitary services.</p>	<p>No existing stormwater infrastructure.</p> <p>Advantages: Soils in subarea suitable for infiltration.</p> <p>Disadvantages: No nearby storm infrastructure if infiltration is not feasible.</p>
5	<p>No existing water infrastructure.</p> <p>Disadvantages: Subarea requires utility extension of other subareas to develop for water services.</p>	<p>No existing sewer infrastructure.</p> <p>Disadvantages: Subarea requires utility extension of other subareas to develop for sanitary services.</p>	<p>No existing stormwater infrastructure.</p> <p>Advantages: Soils in subarea suitable for infiltration.</p> <p>Disadvantages: No nearby storm infrastructure if infiltration is not feasible.</p>
6	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 8” water pipe east of subarea.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 8” storm pipe east of subarea.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 12” storm pipe east of subarea. Outfall directly into Willamette River is feasible. Soils in subarea suitable for infiltration.</p> <p>Disadvantages: None</p>
7	<p>No existing water infrastructure.</p> <p>Disadvantages: Subarea requires utility extension through exception lands before developing for water services.</p>	<p>No existing sewer infrastructure.</p> <p>Disadvantages: Subarea requires utility extension through exception lands before developing for sanitary services.</p>	<p>No existing stormwater infrastructure.</p> <p>Advantages: Soils in subarea suitable for infiltration.</p> <p>Disadvantages: No nearby storm infrastructure if infiltration is not feasible.</p>



Subarea	Water Services	Sanitary Sewer Services	Stormwater Services
8	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 12” water pipe west of subarea. Nearby 12” water pipe north of subarea. Can reach subarea with minor extension.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 12” sewer pipe west of subarea.</p> <p>Disadvantages: None</p>	<p>No existing stormwater infrastructure.</p> <p>Advantages: Soils in subarea suitable for infiltration.</p> <p>Disadvantages: No nearby storm infrastructure if infiltration is not feasible.</p>
9	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 12” water pipe northwest of subarea for suitable connection. Nearby 14” water pipe west of subarea. Can reach subarea with minor extension.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 6” sanitary force main south-west of subarea. Mulino Rd pump station located at South-West corner of subarea.</p> <p>Disadvantages: Pump station upsizing likely required to support new development.</p>	<p>No existing stormwater infrastructure.</p> <p>Advantages: Soils in subarea suitable for infiltration.</p> <p>Disadvantages: No nearby storm infrastructure if infiltration is not feasible.</p>
10	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 14” water pipe north of subarea.</p> <p>Disadvantages: None</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent 8” sewer on east and north of subarea.</p> <p>Disadvantages: Pipe upsizing in surrounding area may need to occur to support development in subarea.</p>	<p>Has existing or planned infrastructure to support development.</p> <p>Advantages: Adjacent stormwater pipe north of subarea (unknown diameter). Soils in subarea suitable for infiltration</p> <p>Disadvantages: None</p>
11	<p>Existing infrastructure not suited for future development.</p> <p>Advantages: None</p> <p>Disadvantages: Subarea requires utility extension of other subareas to develop for water services.</p>	<p>Existing infrastructure not suited for future development.</p> <p>Advantages: None</p> <p>Disadvantages: Subarea requires utility extension of other subareas to develop for sanitary services.</p>	<p>Existing infrastructure not suited for future development.</p> <p>Advantages: Willamette River located nearby. Outfall directly to the river will require crossing rail lines and/or other properties.</p> <p>Disadvantages: None</p>

Findings

Subareas 2, 3, 6, and 10 could be available for immediate addition to the UGB, with sufficient surrounding utilities for water, storm, and sewer. A soil survey of these areas showed mostly



compatible A and B soil groups, which support high infiltration and lead to good conditions for dry well systems to manage stormwater, and is in line with a majority of Canby's existing storm systems. Subareas 8 and 9 each have semi suitable connections for UGB addition, though some upsizing and expansion may need to occur. Subarea 7 will have access to adjacent utilities once exception lands (1b) are developed. Subareas 4, 5, and 11 are not good candidates for immediate addition to the UGB as there are not sufficient utility connections and transportation facilities without substantial expansion or upsizing to the surrounding areas. However, Subarea 7 will have adjacent connections once exception lands brought into the UGB are served by roads and utilities.

Goal 14 Location Factor 3

Location Factor 3 requires research of the Economic, Social, Environmental, and Energy (ESEE) consequences of development in proposed subareas. ESEE consequences determine potential positive or negative impacts of development. Like the other boundary location analyses, the ESEE analysis does not provide a definitive conclusion, but contains information to help inform decision makers.

Economic The economic consequences of developing each subarea include:

- Cost of land/transportation facilities/utilities/services
- Parcel size
- Development potential

Social The social consequences of developing each subarea include:

- Ease of access to services and amenities, such as schools, parks, library, commercial services
- Compatible nearby uses

Environmental (Figure 18) The environmental consequences of developing each subarea include:

- Hazard Risk (slope, floodplain)
- Goal 5 resources present

Energy The energy consequences of developing each subarea include:

- Amount of travel required to and from daily services and amenities
- Infrastructure improvements needed to serve development, such as road construction/improvements, pipe upsizing, and water or wastewater pumps

Table 30 summarizes subareas 2-11 relative to ESEE consequences.



Table 30. Goal 14 Location Factor 3

Subareas	Evaluation/Comments (Economic, Social, Environmental, Energy)
2	<p>The consequences of expanding the UGB to subarea 2 for residential uses are positive overall, but the consequences of expanding the UGB for industrial uses are negative.</p> <ul style="list-style-type: none"> • Located entirely within Canby city limits, so expansion into this area would promote good urban form. • Surrounded by residential development, making residential development preferable to industrial development. • A good opportunity to meet housing needs due to single ownership and unconstrained land. • Potential utility connections on adjacent lands to the south and very good transportation connectivity. • Low potential negative environmental consequences, such as disturbance of hydric soils, wetlands, or floodplains. • Would require less travel to and from services and amenities, and limited infrastructure improvements (road construction/improvements, pipe upsizing, water or wastewater pumps).
3	<p>The consequences of expanding the UGB to subarea 3 for residential uses are positive overall, but the consequences of expanding the UGB for industrial uses are negative.</p> <ul style="list-style-type: none"> • Abuts Canby city limits on three sides, so expansion into this area would promote good urban form. • Surrounded by residential development, making residential development preferable to industrial development. • A good opportunity to meet housing needs due to single ownership and unconstrained land. • Potential utility connections on adjacent lands and good transportation connectivity. • Low potential negative environmental consequences, such as disturbance of hydric soils, wetlands, or floodplains. • Would require less travel to and from services and amenities, and fewer infrastructure improvements than other areas.
4	<p>The consequences of expanding the UGB to subarea 4 for residential or industrial uses are negative.</p> <ul style="list-style-type: none"> • South boundary abuts Canby city limits and would promote good urban form. • Could help meet housing needs due to single ownership and unconstrained land. • Home of Swan Island Dahlias, which includes a commercial gift shop and tourism element. Development would require removing this local business and economic generator, and an institution that is important to Canby’s history, culture, and identity. • Would require utility extension of other subareas to develop water and sanitary sewer services. • Low potential negative environmental consequences, such as disturbance of hydric soils, wetlands, or floodplains. • Would require more urban standard roadway upgrades than subareas 2 and 3 to provide accessible, safe, and convenient multimodal access to essential destinations in the established portion of Canby.



Subareas	Evaluation/Comments (Economic, Social, Environmental, Energy)
5	<p>The consequences of expanding the UGB to subarea 5 for residential or industrial uses are negative overall.</p> <ul style="list-style-type: none"> • Does not abut Canby city limits, so expansion into this area would not promote good urban form. • Not adjacent to residential or industrial development, making potential development incompatible with adjacent uses. • Adequate land and large parcels conducive to development despite environmental constraints. • Potential negative environmental consequences due to significant Goal 5 constraints. • Would require utility extension of other subareas to develop water and sanitary sewer services. • Would require more urban standard roadway upgrades than subareas 2, 3, and 4 to provide accessible, safe, and convenient multimodal access to essential destinations in the established portion of Canby.
6	<p>The consequences of expanding the UGB to subarea 6 for residential uses are positive overall, but the consequences of expanding the UGB for industrial uses are negative.</p> <ul style="list-style-type: none"> • East boundary abuts Canby city limits, so expansion into this area would promote good urban form. • Adjacent to residential development, making residential development preferable to industrial development. • Adequate land and large parcels conducive to development despite environmental constraints. • Portions of the subarea with hydric soil, but no presence of Goal 5 resources and low hazard risks. • Adjacent water, sanitary sewer, and stormwater utility connections. • Potential utility connections on adjacent lands and good transportation connectivity relative to subareas 4 and 5, though not as good as subareas 2 and 3. • Better transportation connectivity than subareas 5 with multiple north-south travel routes but would require more urban standard roadway upgrades to provide accessible, safe, and convenient multimodal access to essential destinations.
7	<p>The consequences of expanding the UGB to subarea 7 for residential or industrial uses are neutral.</p> <ul style="list-style-type: none"> • Primarily adjacent to farmland with some nearby rural residential development, making it most suitable for residential development. • Adequate land and large parcels conducive to development despite some environmental constraints. • Limited negative environmental consequences due to Goal 5 constraints. • Relies on utility extension to Subarea 1b exception lands to develop water and sanitary sewer services. • Connectivity to established infrastructure to the southwest is limited by the need for significant improvements along Haines Road and at the OR 99E intersection with Haines Road
8	<p>The consequences of expanding the UGB for future development in subarea 8 are positive, primarily for industrial uses.</p> <ul style="list-style-type: none"> • West boundary abuts Canby city limits, so expansion into this area would promote good urban form. • Adjacent to industrial development and farm uses, making industrial development preferable to residential development. • Adequate land and large parcels appropriate for industrial development with limited environmental constraints. • Portions of the subarea with hydric soil, but no presence of Goal 5 resources and low hazard risks. • Adjacent and nearby water, sanitary sewer, and stormwater utility connections. • Strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E.



Subareas	Evaluation/Comments (Economic, Social, Environmental, Energy)
9	<p>The consequences of expanding the UGB for future development in subarea 9 are positive, primarily for industrial uses.</p> <ul style="list-style-type: none"> • West boundary abuts Canby city limits, so expansion into this area would promote good urban form. • Nearby industrial and residential development and farm uses make it viable for residential or industrial development. • Adequate land and large parcels conducive to development despite environmental constraints. • Southern portion of the site is subject to 100-year floodplain. • Adjacent and nearby water, sanitary sewer, and stormwater utility connections. Sewer pump station upsizing likely required to support new development. • Strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E.
10	<p>The consequences of expanding the UGB for future development in subarea 10 are positive, primarily for industrial uses.</p> <ul style="list-style-type: none"> • West and north boundaries abut Canby city limits, so expansion into this area would promote good urban form. • Adjacent to residential development, farm uses, and the Canby Rod & Gun Club. Residential and industrial development is viable but locating residential development adjacent to the Canby Rod & Gun Club may be challenging. • Adequate land and large parcels appropriate for industrial development with limited environmental constraints. • Limited presence of Goal 5 resources and low hazard risks. • Adjacent water, sanitary sewer, and stormwater utility connections. Pipe upsizing may be needed to support new development. • Strong potential to naturally tie into the existing transportation infrastructure with limited upgrades
11	<p>The consequences of expanding the UGB to subarea 11 for residential or industrial uses are negative.</p> <ul style="list-style-type: none"> • Does not abut Canby city limits, so expansion into this area would not promote good urban form. • Contains a mobile home park and cemetery, making it unsuitable to accommodate residential or industrial needs. • Limited negative environmental consequences due to Goal 5 constraints. • Would require utility extension of other subareas to develop water and sanitary sewer services. • Connectivity to established infrastructure to the southwest is limited by the need for significant improvements along Haines Road and at the OR 99E intersection with Haines Road

Findings

Subareas 2, 3, 6, 8, 9, and 10 would have the most positive comparative environmental, energy, economic and social consequences due to their location relative to the current UGB, compatibility with surrounding uses, supply of adequate suitable land, and lower costs to connect to the transportation network and serve with public utilities. Subareas 2, 3, 6, and 10 are best suited to accommodate residential land needs, while subareas 8 and 9 are best suited to accommodate industrial land needs. Subarea 7 is adjacent to exception lands that will be brought into the UGB and therefore has fewer positive consequences.

Subareas 5 and 11 have more negative comparative environmental, energy, economic and social consequences due to their lack of a contiguous border with existing city limits and higher costs to connect to the transportation network and serve with public utilities. Subarea 11 is also not well-suited due to the existing development pattern.

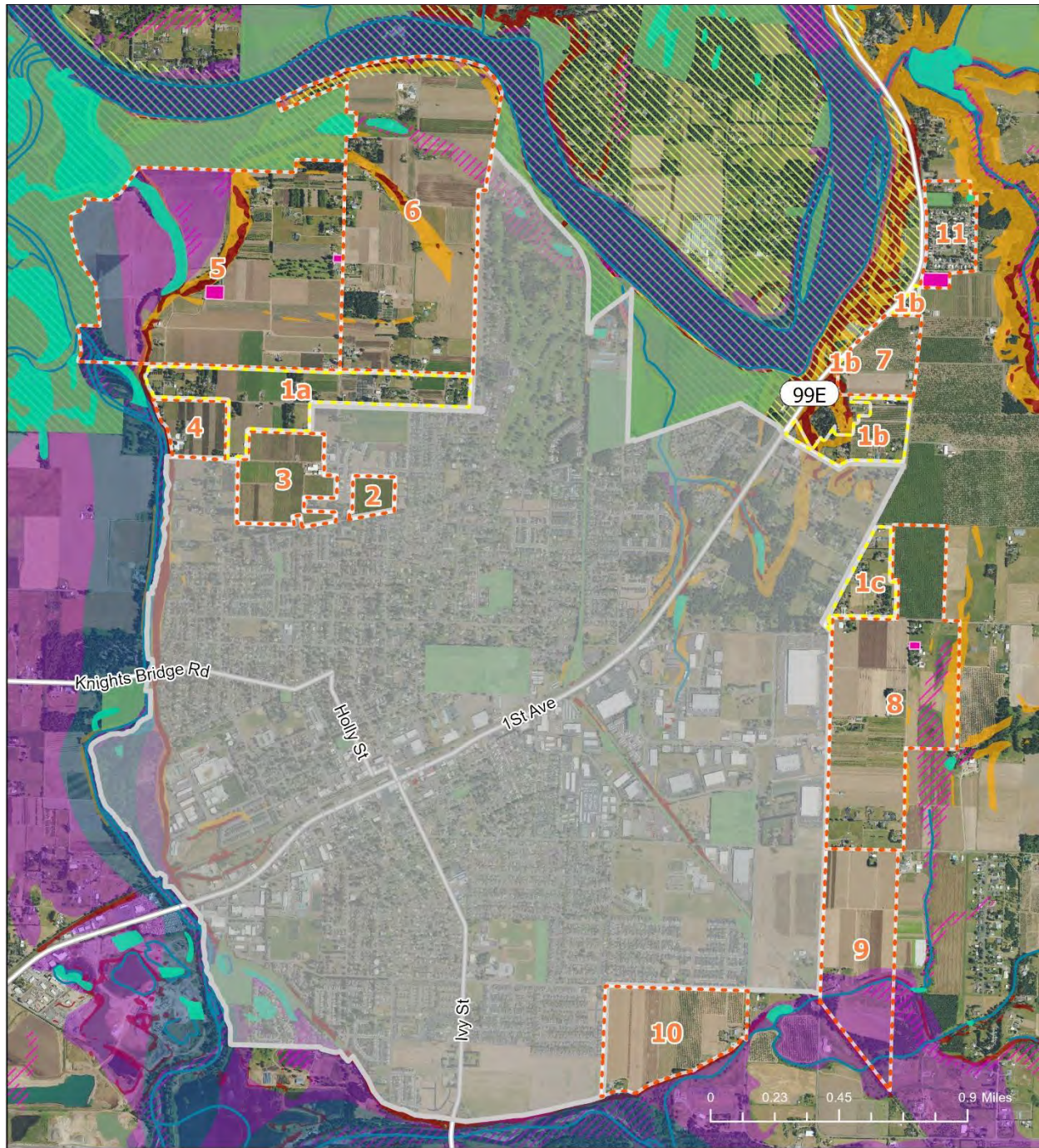


While adequate due to its location and suitable land, subarea 4 is not suitable for residential or industrial development due to the presence of Swan Island Dahlias, an important economic generator and cultural institution in Canby.

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Figure 18. Goal 14 Location Factor 3 – Environmental Consequences



Environmental Considerations

- | | | |
|----------------|----------------------------|---------------------------|
| Resource Land | Parks & Open Space | Goal 5 |
| Exception Land | 100-Year Floodplain | Stream Buffers |
| Existing UGB | Floodway | Title III Wetlands |
| | Predominantly Hydric Soils | Historic Landmarks |
| | Slopes Over 10% | Willamette River Greenway |
| | Slopes Over 25% | |

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Goal 14 Location Factor 4

Location Factor 4 requires the City to evaluate the study area for compatibility of proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB. The City researched adjacent agricultural and forest uses per subarea. The agricultural and forest uses were determined via data from USDA CropScape (Figure 19), Google Earth, and Clackamas County land use datasets. The following is a summary of compatibility of potential urban development (residential or industrial) with nearby agricultural and forest activities surrounding each subarea.

Compatibility analysis criteria consider how new development within each subarea might interact with surrounding existing agricultural uses. Here are a few generalized examples:

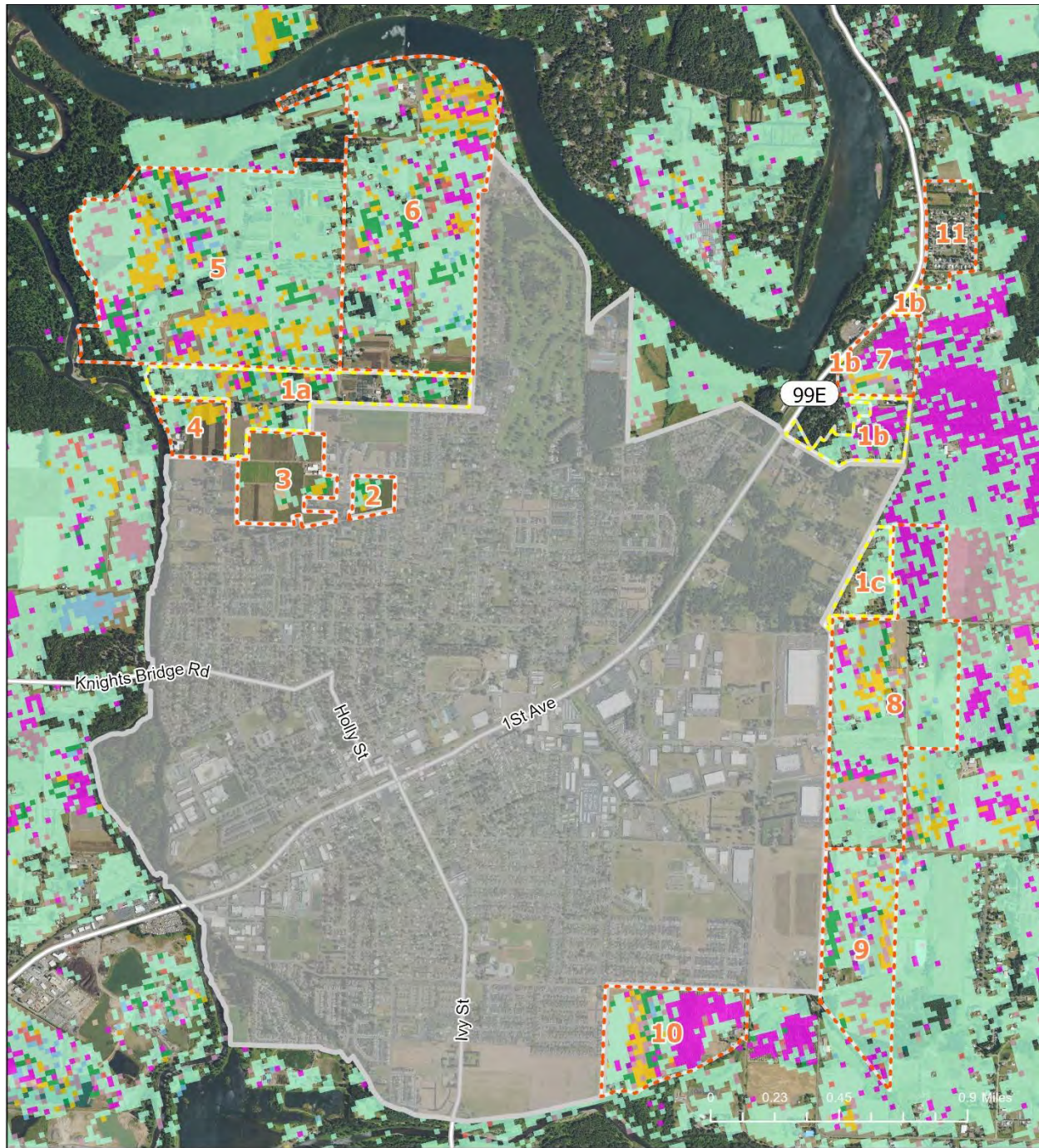
- One subarea is separated from nearby farm operations by a road or rail-line, and another subarea is surrounded on three side by farms. The area separated from farms by a manmade feature would be more compatible with adjacent urbanization.
- One subarea is adjacent to fields that are being hayed, and another subarea is adjacent to land being used for a centralized animal feeding operation (CAFO). The area being hayed would be more compatible with adjacent urbanization.
- One subarea is adjacent to a dairy that has the potential for near continuous, daily operations.

Noise, odor, spray drift, or specific farming practices can interfere with residential uses. Some local crops, such as parsnips, carry risk of skin irritation on contact and must be secured from nearby residential areas. Conversely, the urbanizing an area could have negative impacts on existing agricultural uses and crop yields through increased traffic, conflicts with water availability and delivery, flooding, introduction of weeds or pests, damage to crops or livestock, trespassing, litter (including harmful pet waste), and vandalism.

The agricultural and forest compatibility analysis is an additional guide for decision makers in determining the best area(s) for UGB expansion, though all subareas are considered high value farmland. Existing agricultural uses and crops are illustrated in Figure 19 and Table 31 summarizes subareas 2-11 relative to agricultural compatibility.



Figure 19. Goal 14 Location Factor 4



High Value Crops

- Resource Land
- Exception Land
- Existing UGB

High Value Crops

- Corn
- Herbs
- Oil and Seed
- Sugarbeets & Other Crops
- Vegetables
- Hops
- Grass
- Tree Fruits
- Christmas Trees

- Nuts
- Grains
- Other Fruits
- Legumes
- Double Crops

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Table 31. Goal 14 Location Factor 4

Subareas	Evaluation/Comments
2	<p>The compatibility consequences of expanding the UGB to subarea 2 for residential are generally positive overall.</p> <ul style="list-style-type: none"> • Surrounded by residential development and does not impact agricultural uses.
3	<p>The consequences of expanding the UGB to subarea 3 for residential are generally positive overall.</p> <ul style="list-style-type: none"> • Surrounded on three sides by existing residential development. • Bordered on the north by existing agricultural uses in subarea 1a, which is exception land prioritized for residential development.
4	<p>The consequences of expanding the UGB to subarea 4 for residential or industrial uses are negative overall.</p> <ul style="list-style-type: none"> • Home of Swan Island Dahlias, this subarea borders Molalla River State Park to the west. • Borders subarea 1a (exception land) to the east. • Adjacent to residential uses within the existing UGB to the south. • Subarea 5 to the north with primarily agricultural uses. Subarea 5 contains significant Goal 5 constraints and currently grows turnips, rutabagas, parsnip, rhubarb, green beans, radishes, corn, other vegetables, and grasses.
5	<p>The consequences of expanding the UGB to subarea 5 for residential or industrial uses are negative overall.</p> <ul style="list-style-type: none"> • Not adjacent to residential or industrial development. • Borders the Molalla River State Park on the west and the Willamette Riverfront to the north. • Adjacent to Swan Island Dahlias to the south. • Development could impact existing agricultural uses in subarea 6 to the east. Portions of subarea 6 contain hydric soil, and the area is primarily agricultural when the soil is dry.
6	<p>The consequences of expanding the UGB to subarea 6 for residential uses are positive overall, but the consequences of expanding the UGB for industrial uses are negative.</p> <ul style="list-style-type: none"> • Adjacent to Willamette Valley Country Club’s golf course to the east. • Borders subarea 1a (exception land) to the south, which is currently a mix of residential and agricultural uses. • Willamette Riverfront runs across the northern border of this subarea. • Subarea 5 to the north with primarily agricultural uses. Subarea 5 contains significant Goal 5 constraints and currently grows turnips, rutabagas, parsnip, rhubarb, green beans, radishes, corn, other vegetables, and grasses.
7	<p>The consequences of expanding the UGB to subarea 7 for residential or industrial uses are negative.</p> <ul style="list-style-type: none"> • Adjacent to farmland to the east that is not currently being considered for development and containing primarily fruit trees and grasses. • Near some rural residential development to the north and south in subarea 1b. • Abuts Willamette Riverfront to the west.
8	<p>The consequences of expanding the UGB for future development in subarea 8 are positive, primarily for industrial uses.</p> <ul style="list-style-type: none"> • Adjacent along the western border to industrial development within the existing UGB. • Borders agricultural uses, primarily grassland with some fruit trees, along the east. • Subarea 9 sits to the south with existing agricultural uses, primarily grasses, grains, and hops. • Subarea 1c is to the north with a mix of residential uses and grass farms.



Subareas	Evaluation/Comments
9	<p>The consequences of expanding the UGB for future development in subarea 9 are positive, primarily for industrial uses.</p> <ul style="list-style-type: none"> • Runs along the existing UGB with industrial, residential development, and some grass farming to the west. • Borders subarea 8 to the north with existing farming. • Adjacent to farming to the east, which is predominantly devoted to grass, and 100-year floodplain to the south.
10	<p>The consequences of expanding the UGB for future development in subarea 10 are positive, primarily for industrial uses.</p> <ul style="list-style-type: none"> • Adjacent to residential development, farm uses (fruit trees and grasses), and the Canby Rod & Gun Club.
11	<p>The consequences of expanding the UGB to subarea 11 for residential or industrial uses are negative.</p> <ul style="list-style-type: none"> • Primarily residential uses bordered by agricultural land to the north and south, the Willamette Riverfront to the west, and forested land around Parrot Creek to the east.

Findings

Subareas 2 and 3 have the least amount of nearby agricultural land. All other subareas carry some level of potential for conflict, with adjacent farming uses, mostly grass (pasture, sod, and seed), fruit trees, and vegetable and flower farming.

Increased residential development could create transportation conflicts with farming equipment being hauled slowly on existing roads accessible to those in Subareas 5 and 6.

Industrial development in subareas 8 and 9 have the least amount of impact on agriculture and forest land, with lengthy borders along existing industrial and the agricultural land being primarily grass land with sufficient transportation access for farm equipment.



6. UGB Amendment Recommendation

This section makes recommendations about how the City should accommodate its future land need through a UGB expansion. The 541.7-acre land need includes 73.1 acres of residential land need, 3.7 acres of neighborhood-serving commercial land need, 25.7 acres of park land need, and 439.2 acres of employment land need. State law requires Canby to accommodate the entire residential land need. The City has the option of accommodating all or part of the park land need and employment land need.

The City is not required to assign land uses to the UGB expansion recommendation. However, discussing potential land uses is helpful in determining the location of the UGB amendment. The recommendation is illustrated in Figure 20 and a summary is provided in Table 32.

First Priority: Exception Lands

Subareas 1a, 1b, and 1c are the first lands to be brought into the Canby UGB. The City recommends the following for each first priority subarea.

Subarea 1a

Located in the northwest portion of the Study Area, the 115.9 “suitable” acres in Subarea 1 are more than enough land to accommodate the entire 73.1 acres of residential need, 3.6 acres of associated neighborhood commercial, and 25.7 acres of park land. The City will need to decide how many acres of park need will be accommodated in this subarea. Any remaining lands will be left out of the Canby UGB as the area is unsuitable for employment uses.

Recommendation: Add 73.1 acres from Subarea 1a to the UGB to accommodate the entire residential land need from tax lots:

Recommendation: Add up to 25.7 acres of park land from Subarea 1a to the UGB.

Recommendation: Add up to 3.6 acres of neighborhood-serving commercial land from Subarea 1a to the UGB.

Subareas 1b and 1c

Since the City’s entire residential need is accommodated in Subarea 1a, the 22.8 acres in Subarea 1b and 2.7 suitable acres will need to be brought in as employment lands.

Recommendation: Add Subareas 1b and 1c to the UGB to accommodate 25.5 acres of employment land need.

Fourth Priority: High Value Farmland

The following subareas are candidates to accommodate some or all of the remaining employment land need 413.7 acres. The City recommends the following for each first priority subarea.

Subarea 2

Located entirely within city limits, the 13.0 acres in Subarea 2 are suitable for residential development. It has the potential to tie into existing Canby transportation, water, sewer, and stormwater infrastructure. Residential development in Subarea 2 would promote good urban form and the parcels that surround it have been developed as residential subdivisions. However, the City’s entire residential land need is accommodated in Subarea 1a.

It is possible for the City to add Subarea 2 to the UGB through a Goal 3, 11, and 14 irrevocably committed exception process. An “irrevocably committed” exception does not require



demonstration of land need; instead, it can be added to the UGB because it is irrevocably committed to urban uses. OAR 660-004-0028 contains criteria for this type of exception.

If the City uses a goal exception to add this subarea before or at the same time as the larger UGB amendment, the UGB expansion report would need to factor in the 13 acres of land provided here, reducing the land needed in other subareas.

Recommendation: Pursue addition of Subarea 2 to the UGB through a Goal 3, 11, and 14 irrevocably committed exception process at a future date.

Subarea 3

Surrounded on three sides by Canby city limits and adjacent to residential development, 60.8 acres in Subarea 3 are suitable for residential development. It has the potential to tie into the existing transportation, water, sewer, and stormwater infrastructure, with some transportation connectivity limitations to the south. However, the City's entire residential land need is accommodated in Subarea 1a.

Subarea 3 is located between the existing UGB and part of subarea 1a. The City could rely on OAR 660-024-0067(3)(a) regarding the inclusion of "small" priority 4 areas in a UGB:

(3) Notwithstanding section (2)(c) or (d) of this rule, land that would otherwise be excluded from a UGB may be included if:

(a) The land contains a small amount of third or fourth priority land that is not important to the commercial agricultural enterprise in the area and the land must be included in the UGB to connect a nearby and significantly larger area of land of higher priority for inclusion within the UGB; or

Subarea 1a lies north of the Holly Street Development Concept Plan Area boundary and appears to be serviceable by sewer and water line extensions in the Holly Street right of way, which is already inside the UGB. If the City can make an argument that parts of Subarea 3 are needed to connect to parts of Subarea 1a due to the need for efficient development patterns and infrastructure extensions, a portion of subarea 3 could be added to the UGB.

However, given the City's plans for utilities in Holly Street extending up to 22nd Avenue, as described in the Holly Street Development Concept Plan, this may not be possible.

If all of Subarea 1a is added to the UGB, Subarea 3 would become a "hole" in the UGB. In future UGB amendments, it is likely that subarea 3 would be added to the UGB either through a goal exception or because it will be highly suitable based on a Goal 14 analysis.

If the City uses a goal exception to add this subarea before or at the same time as the larger UGB amendment, the UGB expansion report would need to factor in the 61 acres of land provided here, reducing the land needed in other subareas.

Recommendation: Pursue addition of Subarea 3 to the UGB as part of a future amendment either through a goal exception or Goal 14 analysis.

Subarea 4

Subarea 4 (27.8 acres) is home to Swan Island Dahlia Farm, which is an important social, cultural, and economic institution in Canby with farm and commercial operations. It requires more urban standard roadway upgrades in the existing UGB to provide accessible, safe, and convenient multimodal access to essential destinations in the established portion of Canby. It does not have good access to existing infrastructure.

Recommendation: Do not add any land from Subarea 4 into the Canby UGB.



Subarea 5

Of the 392.5 acres in Subarea 5, 266.6 acres are suitable for residential development, but not currently ready for efficient residential development since the subarea is not adjacent to Canby's city limits. It has potential to connect into the existing Canby transportation infrastructure, but not as well as Subareas 2 or 3 as more urban standard roadway upgrades would be required. It does not have good access to existing infrastructure. In addition, the City's entire residential land need is accommodated in Subarea 1a.

Recommendation: Do not add any land from Subarea 5 into the Canby UGB.

Subarea 6

315.6 of the 345.8 acres in Subarea 6 are suitable for residential development. The eastern portion of the subarea abuts Canby city limits and is adjacent to residential development so it would promote good urban form. It has good potential to tie into existing transportation infrastructure with multiple north-south travel routes but would require urban standard roadway upgrades. It has access to water, sewer, and stormwater infrastructure. However, the City's entire residential land need is accommodated in Subarea 1a. However, the City's entire residential land need is accommodated in Subarea 1a.

Recommendation: Do not add any land from Subarea 6 into the Canby UGB.

Subarea 7

Subarea 7 is 40.5 acres and includes 40.3 acres are suitable for industrial development. It does not currently abut city limits but is surrounded by exception land (Subarea 1b) that will be brought into the UGB for employment uses as described above. Connectivity to established infrastructure in the existing UGB to the southwest is limited by the need for significant urban upgrades along Haines Road and at the OR 99E intersection with Haines Road. It will require utility extensions through Subarea 1b for water and sewer infrastructure.

Recommendation: Add Subarea 7 to the UGB to accommodate 40.3 acres of employment land need.

Subarea 8

192.9 of the 227.9 acres in Subarea 8 are suitable for industrial development. The western boundary of Subarea 8 abuts city limits and northern boundary abuts Subarea 1c. It is adjacent to industrial development and farm uses. Subarea 8 has strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E. Subarea 8 has access to existing or planned water and sewer services, but there is no existing stormwater infrastructure.

Recommendation: Add Subarea 8 to the UGB to accommodate 192.9 acres of employment land need.

Subarea 9

Of the 112.0 acres in Subarea 9, 68.0 are suitable for industrial development. The western boundary of Subarea 9 abuts city limits. It is adjacent to industrial development and farm uses. Subarea 9 has strong regional mobility potential due to its proximity to nearby arterial and collector roadways, and multiple connections to OR 99E. Subarea 9 has access to existing or planned water and sewer services, but there is no existing stormwater infrastructure.

Recommendation: Add Subarea 9 to the UGB to accommodate 68.0 acres of employment land need.



Subarea 10

Subarea 10 has 90.1 acres suitable for industrial development and ready for efficient urban development as it abuts Canby city limits to the north and west. It has strong potential to tie into transportation infrastructure with limited urban upgrades. The subarea has existing or planned water, sewer, and stormwater infrastructure. It's adjacent to residential development, farm uses, and the Canby Rod & Gun Club property.

Recommendation: Do not add any land from Subarea 10 into the Canby UGB at this time as it would have to be designated for employment uses. Add Subarea 10 to the UGB in a future amendment when the City can determine if residential or employment is the preferred use.

Subarea 11

The 39.0 acres in Subarea 11 is not ready for efficient urban development. The subarea contains a manufactured home park and cemetery, leaving very little buildable land. Connectivity to transportation infrastructure to the southwest is limited by the need for significant urban upgrades along Haines Road and at the OR 99E intersection with Haines Road. Existing infrastructure is not suitable for more intensive development and would require utility extensions.

Recommendation: Do not add any land from Subarea 11 into the Canby UGB.

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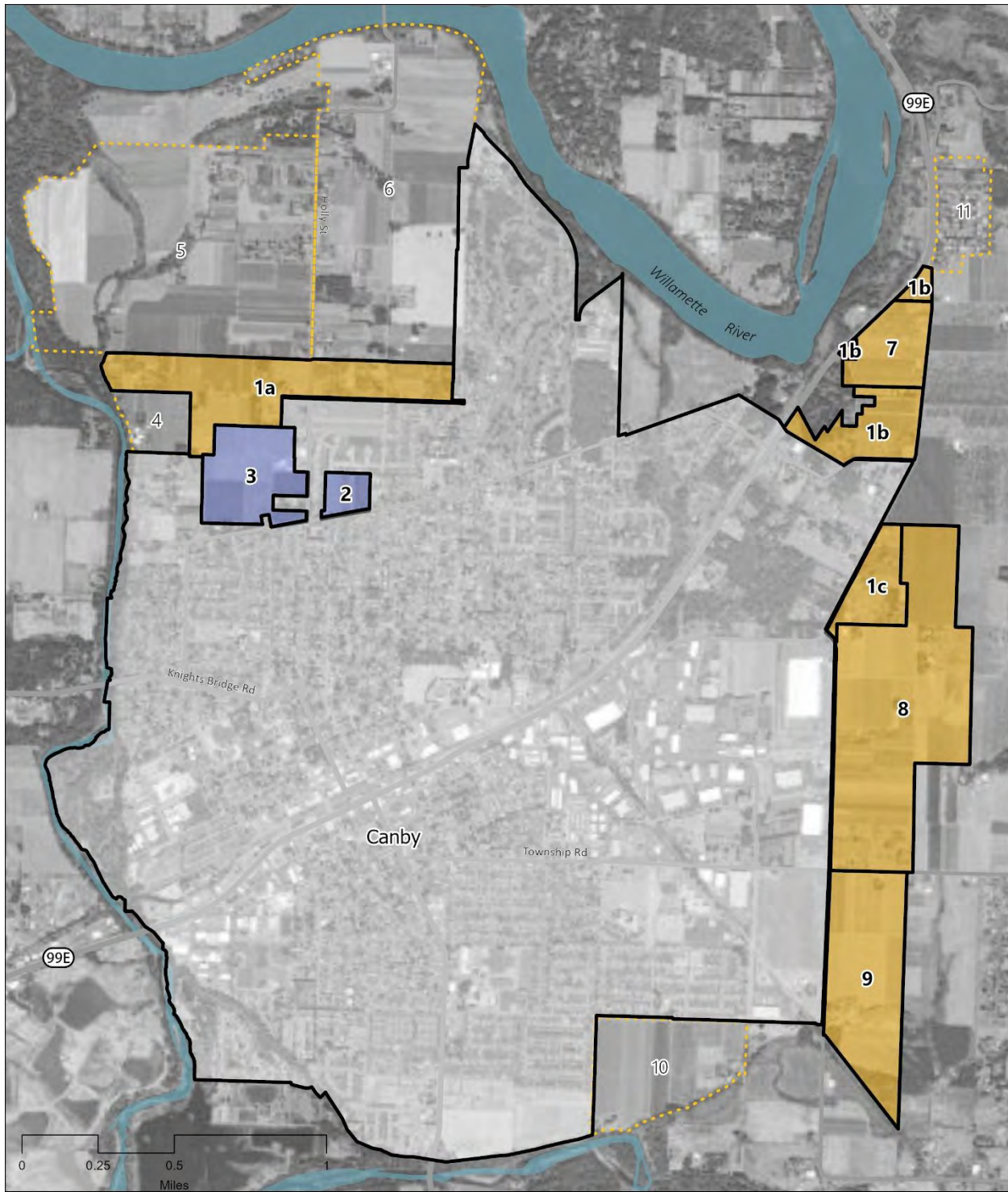
Table 32. UGB Expansion Recommendation by Subarea

Subarea	Gross Acres	Gross UGB Acres	Suitable Residential Acres	Suitable Nbh Comm Acres	Suitable Park Acres	Suitable Employment Acres	Total Suitable Acres
1a	115.9	115.9	73.1	Up to 3.7	Up to 25.7		102.5*
1b	50.0	50.0				22.8	22.8
1c	34.3	34.3				2.7	2.7
2	13.0						
3	60.8						
4	27.8						
5	392.5						
6	345.8						
7	40.5	40.5				38.5	38.5
89	227.9	227.9				192.9	192.9
9	112.0	112.0				68.0	68.0
10	95.9						
11	39.0						
TOTAL	1,555.3	580.6	73.1	Up to 3.7	Up to 25.7	324.9	427.4

*City decisions about neighborhood-serving commercial and park land will determine the total amount of land Included in Subarea 1a.



Figure 20. Urban Growth Boundary Expansion Recommendation



- UGB
- UGB Study Area
- 2026 UGB Expansion Recommendation
- Future Expansion Areas

