

## STATEWIDE PLANNING GOAL 1 – CITIZEN INVOLVEMENT

### Background

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

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

Canby offers a variety of community engagement opportunities, 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 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 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 underserved groups where they are. 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 18,413 people as of July 1, 2021.

### 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
<b>White</b>	84.3%	80.7%
<b>African American</b>	0.5%	1.9%
<b>Asian</b>	1.4%	4.4%
<b>Native Hawaiian and other Pacific Islander</b>	0.0%	0.4%
<b>American Indian or Alaskan Native</b>	0.3%	1.1%
<b>Two or more races</b>	7.5%	7.7%
<b>Hispanic or Latino (any race)</b>	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 of Oregon (20.3%). Canby's other age demographics are roughly in line with the State.

Age	City of Canby	Oregon
<b>19 years and under</b>	25.7%	23.1%
<b>20 – 34 years</b>	15.8%	20.3%
<b>35 – 54 years</b>	27.5%	26.0%
<b>55 – 64 years</b>	14.3%	12.9%
<b>65 – 74 years</b>	9.4%	11.0%
<b>75 years +</b>	7.3%	6.7%

### 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.

Income	City of Canby	Oregon
<\$15,000	7.3%	8.8%
\$15,000-\$25,000	7.7%	7.5%
\$25,000-\$50,000	13.9%	19.5%
\$50,000-\$75,000	35.3%	30.9%
\$75,000-\$100,000	19.4%	13.5%
\$100,000+	35.7%	33.4%

### 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 63.5% 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 multi-family homes (5 or more attached units). Nearly 5% of residents live in a mobile home. Approximately 68% of Canby residents are homeowners and about 33% are renters.

Housing Type	City of Canby	Oregon
Single-family home	63.5%	63.3%
Middle housing	14.6%	11.8%
Multi-family home	16.6%	17.1%
Mobile home	5.5%	7.5%
Homeowners	67.2%	63.2%
Renters	32.8%	36.8%

### Underserved Populations

Census demographic information indicates that Canby has a high 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 a portion of engagement activities should be held in spaces where the Hispanic and Latino community feel comfortable.

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 citizen involvement in the City's planning processes.

#### POLICY NO. 1

Formally recognize the role of the Planning Commission in meeting the six required citizen involvement components of Statewide Planning Goal #1, and to re-emphasize the City's commitment to ongoing citizen involvement.

#### *Strategies*

- 1.1 Members of the Planning Commission will continue to be appointed through an open, well-publicized public process. As required by State law, Planning Commission members will represent diverse interests and areas of the community without domination by any given special interest group.
- 1.2 Planning Commission meetings will continue to be accessible virtually with recordings linked and archived on the city's website.

#### POLICY NO. 2

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

#### *Strategies*

- 2.1 The Planning Commission meeting will continue to allow a public comment period to hear comments on any matters affecting the Comprehensive Plan or the City's planning program.

#### 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 (language, disability, income, age, technology).

#### *Strategies*

- 3.1 The city will develop materials and input in Spanish and other languages for both public meeting and on the website.
- 3.2 The city will develop and implement practices that create inclusive and welcoming outreach (e.g., go where the people are, provide daycare at public meetings, provide live interpretation at all meetings, and offer meetings at different times of day and with virtual option when possible).
- 3.3 The city will partner with and leverage Canby's strong community organizations, faith-based organizations, and networks to help with outreach to all corners of the community.
- 3.4 Explore reinstituting neighborhood associations to facilitate community engagement.

## STATEWIDE PLANNING GOAL 2 – LAND USE

### Background

Under Goal 2 of Oregon’s Statewide Planning Program, Canby is required to have a comprehensive plan and implement 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 make 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 it is intended 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. Land use policies are derived from the comprehensive plan vision statement including but not limited to:

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.

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.

All land use types are regulated through zones including in the Zoning Map, and are based on underlying comprehensive plan designations, generally categorized between residential, commercial, industrial, institutional, and open space types, which 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 based 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 The underlying existing base zone will apply to 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 1<sup>st</sup> Avenue to the north, Mulino Road to the east, SE 13<sup>th</sup> Avenue to the south, and Molalla Western Railroad to the west. Land uses are allowed in this area as per the underlying zone designations 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.

### Development Regulations

The regulatory framework for land use is established by Oregon's Statewide Planning Goals and various other state and local requirements. These state requirements influence where new development can occur within Canby city limits and the UGB in coordination with local regulations, including

comprehensive plan designations, zoning, and development standards contained in the Land Development and Planning Ordinance in Title 16 of the Canby Municipal Code.

Local zoning and development standards regulate parking, natural resources, historic resources, signs, lighting, land divisions, annexation, and the land use permit process, among other topics. The Land Development and Planning Ordinance and zoning map are the primary implementation tools of the comprehensive plan. Canby also has an adopted urban renewal district (URA) that guides investment and land use in its downtown and the URA is sunseting in 2026 but may be re-established to address specific targeted projects.

### Employment Land Needs

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

### Residential Land Needs

The 2025 Housing Needs Analysis (HNA) evaluates residential land and projected needs. The HNA serves as the basis for local policies and actions aimed at providing sufficient housing and housing options for Canby residents. The HNA projects the number of housing units that will be necessary to meet the needs of the city's growing population, as well as the buildable land that will be needed to accommodate that new housing.

### Other Land Needs

The Land Use Element includes other land needs including land for schools, recreation, and other public services and facilities. The Canby Parks and Recreation Master Plan identifies some additional recreational needs and estimates of the amount of developed park space needed to meet the level of service established through the city's system development fee update that include a 20-year park and recreation list.

Canby has conducted several studies regarding existing capacity and projected needs for utilities, including stormwater, sanitary sewer, and water. These plans identify additional capacity needs to meet projected demand in the city.

## Goals, Policies, and Strategies

### GOAL 1:

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.

##### *Strategies*

- 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.
- 1.2 Use the allowable “conditions of approval” for discretionary applications as a means of minimizing or mitigating conflicts between land uses.
- 1.3 Allow flexibility in the review of subdivision designs, without requiring a variance for such things as unusual lot shapes and setback variances.
- 1.4 Employ the Site Plan Review process, in compliance with City regulations and other aspects of public health and safety.

#### POLICY NO. 2

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

##### *Strategies*

- 2.1 Implement policies of the Housing Element to increase the range of housing opportunities and diversify housing types.
- 2.2 Consider measures to increase the efficiency of land use within the current UGB prior to pursuing UGB expansion.
- 2.3 Use incentives to encourage development to improve designs and utilize Planned Unit Development procedures.

#### POLICY NO. 3

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

##### *Strategies*

- 3.1 Engage local school districts, public and franchise utilities, and other service-providing agencies when reviewing major development proposals.
- 3.2 Ensure developments are minimizing adverse impacts on public facilities and services.

#### POLICY NO. 4

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

##### *Strategies*

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



POLICY NO. 5

Recognize the unique character of major corridors and gateway areas and utilize comprehensive plan designations and code to guide development and signage in these areas.

## STATEWIDE PLANNING GOAL 5 – NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

### Background

Statewide Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Space 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. Oregon Statewide Planning 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.

### Riparian Corridors and Wetlands

The Canby Wetlands and Riparian 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 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.

Chapter 16.130 and 16.140 of the Canby Municipal Code includes specific definitions and provisions for the riparian corridors, definitions and provisions to protect identified wetland areas, and establishes riparian overlay (RO) and wetland overlay (WO) zones 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 zones rely on federal datasets.

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 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.

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

According to the Canby Utility Water System Master Plan (adopted in 2023), groundwater sources include Springs Gallery, Collection Boxes, and Well Number 10. 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 mineral information layer for Oregon, the only significant mineral resources in Canby are sand and aggregate located along the Molalla River.

### 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.

Canby's Historic Preservation Plan (2020) 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. 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 (example: R-1/A, C-2/A, etc.) 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)

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.

### Scenic Resources

The Oregon State Parks Department has not designated any state scenic waterways in Canby.

Canby offers scenic resources to the community, including views of Mount Hood and the Molalla and Willamette Rivers. Additionally, the 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 criteria in the Parkland Acquisition Scoring Matrix for land acquisitions.

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

## Goals, Policies, and Strategies

### GOAL 1:

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

#### POLICY NO. 1

Preserve, and where possible, encourage restoration of historic sites and buildings.

#### Strategies

- 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.
- 1.2 Support the preservation and restoration of historic properties through leadership, public education and other resources. The Heritage and Landmarks Committee should lead the City's efforts in this regard.
- 1.3 Identify any sites which should be recorded with the State of Oregon or placed on record with the National Trust for Historic Preservation.
- 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.

#### POLICY NO. 2

Maintain the visual character of Canby while avoiding or minimizing impacts to private property rights.

#### Strategies

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

- 2.2 Use the Design Review Process for major commercial, industrial, and multiple family residential development.
- 2.3 Maintain and strictly enforce present standards for undergrounding utilities.
- 2.4 Encourage the placement of structures in a way that is sensitive of view corridors.

#### POLICY NO. 3

Preserve and maintain open space where appropriate and where compatible with other land uses.

##### *Strategies*

- 3.1 Use the density bonus provisions of the Land Development and Planning Ordinance to encourage cluster development which maximize open space.
- 3.2 In the development review process, encourage designs which surround hazardous or noisy areas with open space areas which can serve as buffers.
- 3.3 Consider open space values as criteria for development reviews within “Hazard,” “Riparian,” and “Wetland” overlay zoned areas.

#### POLICY NO. 4

Protect fish and wildlife habitats and manage them in accordance with state wildlife management plans and local regulations.

##### *Strategies*

- 4.1 Continue to enforce overlay zoning of flood-prone and steep slope areas to limit the densities and intensities of development in such areas. Include consideration of fish and wildlife values within “Hazard” and “Riparian.”
- 4.2 Encourage cluster development as a means of assuring large open space areas.
- 4.3 Continue to cooperate with the Oregon Department of Fish and Wildlife in the management of fish and wildlife at the community park along the Molalla River.

#### POLICY NO. 5

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

##### *Strategies*

- 5.1 Assist the Oregon Division of State Lands and Army Corps of Engineers in enforcement of state and federal regulations (ORS 227.350) related to any development activity which may adversely impact wetlands.
- 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 zones for wetland that will be included in the next Canby wetland inventory.
- 5.3 Protect and maintain supply and quality of groundwater essential to clean water and natural vegetation.

#### POLICY NO. 6

Aim to preserve Canby’s dense tree canopy where feasible and permitted by state law.

## STATEWIDE PLANNING GOAL 6 – AIR, WATER, AND LAND RESOURCES QUALITY

### Background

Oregon Statewide Planning Goal 6 (Goal 6) regulates the City's role in maintaining and improving the quality of air, water, and land resources is to ensure that no waste and process discharges violate, or threaten to violate, state or federal environmental quality standards. 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; and
- 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, approximately 6 miles east of Canby, to measure particulates and ozone. The most significant threat in Canby is ozone layers, as well as particulate counts during field-burning and wildfire events.

### 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 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 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

Sources of noise in Canby include industry and transportation activity. 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 noise issues are increasing as the city builds out.

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.

##### Strategies

- 1.1 Where practical, allow functional septic systems to remain in use, but require the owners of any failing systems within the City to connect to the City Sewerage System.
- 1.2 Work closely with Clackamas County sanitarians to assure that sanitation requirements are met, both in and around the city.
- 1.3 Encourage the use of pervious surfaces in new development to prevent the negative ecological effects of urban stormwater runoff.
- 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 offer opportunities for amenities close to residential areas to reduce vehicle miles travelled and associated emissions.

#### POLICY NO. 3

Maintain noise pollution code provisions that meet city standards for decibel levels and mitigate impacts wherever possible.

#### *Strategies*

- 3.1 Require a dense landscaping buffer, sound walls or other such devices noise reducing elements in new developments where noise is documented to be above city standards to buffer and/or absorb sound.

#### POLICY NO. 4

Maintain noise pollution code provisions that meet city standards for decibel levels and mitigate impacts wherever possible.

#### POLICY NO. 5

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.

#### POLICY NO. 6

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

#### POLICY NO. 7

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



## STATEWIDE PLANNING 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 (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; and
- Types and intensities of land uses allowed in the hazard area.

The City of Canby participated in the preparing the Clackamas County Multi-Jurisdictional Natural Hazard Mitigation Plan, approved in September 2024. 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.

Natural hazard planning processes should allow for citizen 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 their vulnerability to drought is low.. Due to the climate of Clackamas County, past and present weather conditions have shown an increasing potential for drought.

### 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 their 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 Cascadia Subduction Zone, 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 business and residents.

### **Crustal**

The HMAC determined that the city's probability for a crustal earthquake is low and that their 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 (discussed in greater detail below). 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 flood is high and that their vulnerability to flood 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 "flood hazard," is the property outside the floodway where some development can be allowed, provided that it is elevated above flood levels.

### **Topography, Slopes and Landslides:**

The City of Canby is located on a 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 landslide is high and that their vulnerability to landslide is moderate. Although catastrophic landslides have not occurred in Canby, steep slopes do exist along the banks of the Molalla River and extends 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 a 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 their

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 their 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 their 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 their 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 their 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 the 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 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.

### *Strategies*

- 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.
- 1.2 Encourage developers to use creative design methods to cluster development in areas outside of mapped natural hazard areas.
- 1.3 Use Chapter 70 of the Uniform Building Code to assure adequate safety for developments on steep slopes.
- 1.4 Establish mitigation projects and policies that minimize losses and repetitive damages from recurring disasters while promoting insurance coverage for severe hazards.
- 1.5 Improve hazard identification and risk assessment information to inform and provide recommendations for enhanced resilience in new development decisions and promote preventative measures for existing development in areas vulnerable to natural hazards.
- 1.6 Participate in and actively support the National Flood Insurance Program.
- 1.7 Use the anticipated revised floodplain ordinance to regulated development within the 100-year floodplain.

## 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 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.

### *Strategies*

- 4.1 Ensure key public facilities and facilities serving vulnerable populations are located outside hazard areas.
- 4.2 Ensure key public services and facilities have backup capabilities during emergencies, 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.

### *Strategies*

- 5.1 Consider requiring new development to locate service lines underground.
- 5.2 Update building code 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.

### *Strategies*

- 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.
- 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.

### *Strategies*

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

## STATEWIDE PLANNING GOAL 8 – RECREATIONAL NEEDS

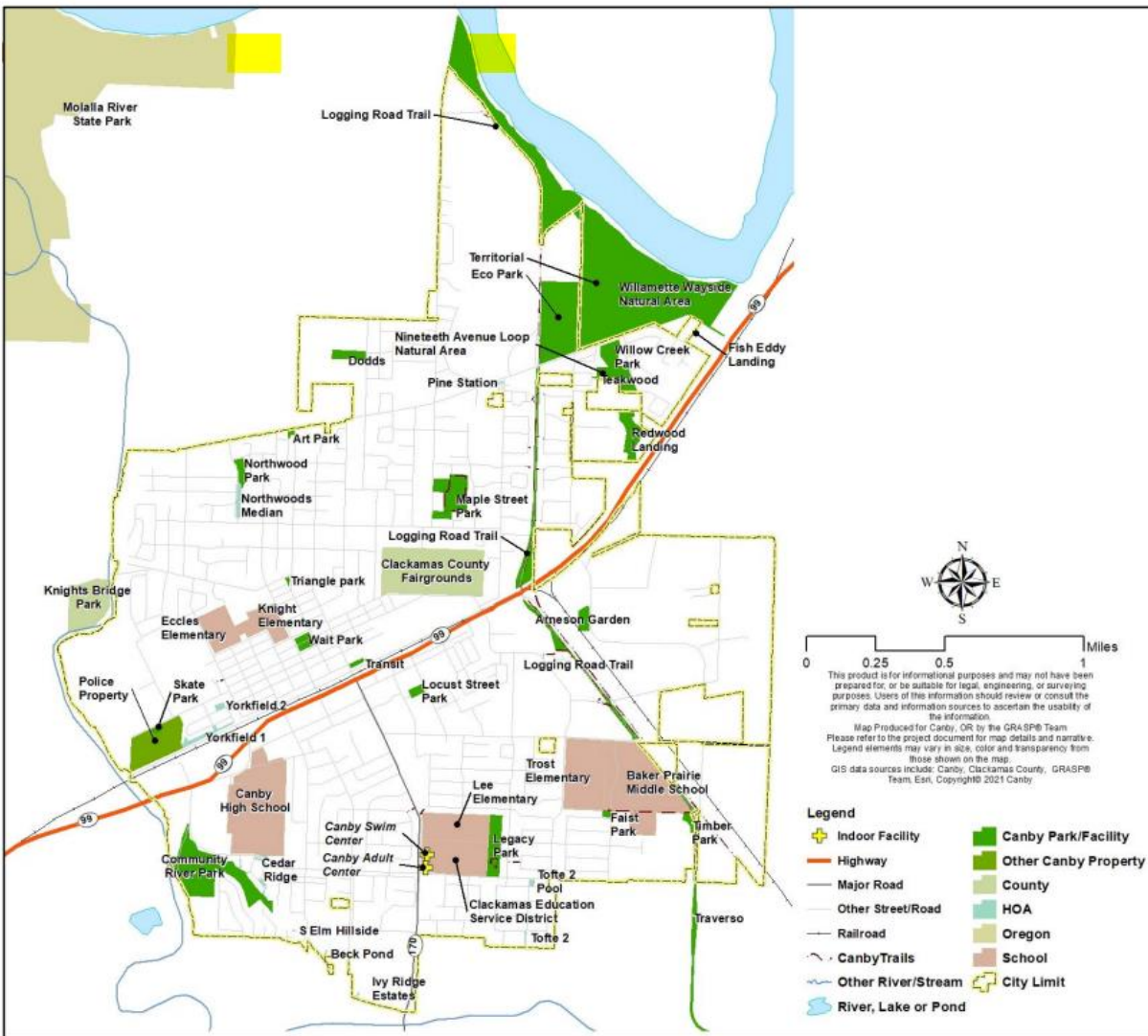
### Background

Canby's role in Oregon Statewide Planning Goal 8 (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 located in city-owned facilities on Canby School District property. Some of the key city-owned assets that provide recreational opportunities and services for the community include the Willamette Wayside Natural Area, Three Sisters Ranch, Community River Park, and Eco Park. In addition, there are 22 alternative provider parks and facilities, 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 the Dodds Farm, 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.

Figure X: Canby Parks Plan Systems Map



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

According to the Parks Plan, Canby's parks and properties are well distributed across the city. In terms of walkable access, almost 3/4 of the city's land area has service that exceeds a target value of components appropriate to the city, considered a target of three or more neighborhood park components and a trail system such as a ball field, playground, etc. based on GRASP Walkable Gap Analysis. 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 current City standard is 10 acres of developed parkland per 1,000 residents, as stated in the current city comprehensive plan. This standard may be increasing as part of the updated 20-year parks system development charge list.

## 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

Create a Parks and Recreation Department with an efficient organizational structure.

#### *Strategies*

1.1.1 Consider staff positions to support parks and recreation as population grows.

#### POLICY NO. 1.2

Explore opportunities for long-term sustainable funding for parks and recreation.

#### *Strategies*

- 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.
  - 1.2.2 Adopt an update to the City's Parks and Recreation Land Dedication and System Development Charges Methodology.
  - 1.2.3 Continue to update the City's Park and Recreation Master Plan, which identifies needed capital improvements and standards for the parks system.
  - 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.
  - 1.2.5 Explore creation of a separate park and recreation district to help provide and pay for new park facilities.
  - 1.2.6 Work with community partners, such as the Canby Parks and Recreation Advisory Board and the Canby School District to explore feasibility for a new sports complex
- Goal 4:

#### POLICY NO. 1.3

Improve and enhance marketing and communication for parks and recreation facilities and services.

### GOAL 2:

To 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.

#### 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 school and associated recreation activities.

##### *Strategies*

- 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.
- 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:

To expand and enhance community member park experiences.

#### POLICY NO. 3.1

Maintain existing park and recreation facilities.

##### *Strategies*

- 3.1.1 Improve the level of maintenance in current city parks and recreation facilities.
- 3.1.2 Standardize park and recreation amenities for ease of maintenance and aesthetics.

#### POLICY NO. 3.2

Provide high-quality athletic facilities to meet the needs of the growing community.

#### POLICY NO. 3.3

Expand and enhance components and amenities in parks when they are functioning below expectations.

#### POLICY NO. 3.4

Expand and enhance connected trails and open spaces.

#### POLICY NO. 3.5

Site and open a permanent off-leash dog park.

#### GOAL 4:

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

#### POLICY NO. 4.1

Acquire and develop land to meet identified park and recreation needs.

##### *Strategies*

- 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.

#### POLICY NO. 4.2

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

*Strategies:*

- 4.2.1 Develop pedestrian trails and bike lanes to connect parks, natural areas, and off-road bicycling opportunities.
- 4.2.2 Develop connections between Canby parks, trails, the Molalla River State Park and the Willamette River with a hub in Wait Park.

POLICY NO. 4.3

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

*Strategies*

- 4.3.1 Improve park and recreation signage to include the location of ADA access.
- 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.

*Strategies*

- 4.4.1 Improve park and recreation signage and reservation forms to include the multiple languages spoken in the community.
- 4.4.2 Explore opportunities for City endorsed cultural events in the facilities.
- 4.4.3 Explore partnerships with local non-profits and the library for hosting outreach activities and resource fairs in local parks.
- 4.4.4 Improve the perceived level and actual safety of parks and recreation facilities.

## STATEWIDE PLANNING 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 (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 each 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 Need 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 Business Park. Commercial growth is anticipated to continue to grow in downtown and highway commercial zones, with 17 acres of undeveloped commercial land.

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.

#### *Strategies*

- 1.1.1 Plan for industrial expansion areas adjacent to the industrial park.
- 1.1.2 Identify and construct transportation and infrastructure that serve Business Park expansion.

#### POLICY NO. 1.2

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

#### POLICY NO. 1.3

Maintain or increase the requirement for employees per acres within the Pioneer Industrial Park.

#### POLICY NO. 1.4

Limit rezoning of employment land unless similar employment and higher wage jobs can be achieved as part of zone changes.

#### POLICY NO. 1.5

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.

##### *Strategies*

- 1.5.1 Pursue methods to advance public financing and funding for off-site infrastructure improvements needed to support business expansion for businesses that provide a high number of jobs per acre.

#### POLICY NO. 1.6

Support expansion in health services.

##### *Strategies*

- 1.6.1 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 in downtown and other appropriate locations.

#### POLICY NO. 2.1

Expand lodging options.

##### *Strategies:*

- 2.1.1 Identify potential locations for a future hotel along Highway 99E.
- 2.1.2 Help facilitate partnerships between land owners and hotel operators.

#### POLICY NO. 2.2

Attract downtown redevelopment with integrated mixed-use buildings.

##### *Strategies*

- 2.2.1 Ensure downtown Canby remains visually and functionally attractive.
- 2.2.2 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.

#### POLICY NO. 2.3

Update design standards and provide incentives for building renovations.

##### *Strategies*

- 2.3.1 Implement effective design standards in core area and along Highway 99W.
- 2.3.2 Create development codes that promote attractive highway commercial development servicing the needs of the community.
- 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.

#### *Strategies*

- 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.
- 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.

#### *Strategies:*

- 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.

#### *Strategies*

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

### POLICY NO. 3.5

Fund roads and infrastructure using innovative techniques.

#### *Strategies*

- 3.5.1 Update local system development charges to fully fund capacity expansion projects.
- 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.
- 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 agri- and bicycle-tourism.

#### *Strategies*

- 3.6.1 Implement master plan projects that include trails, pathways, parks, river access, and camping/RV facilities.
- 3.6.2 Work with community partners, such as the Canby Parks and Recreation Advisory Board and the Canby School District to explore feasibility for a new sports complex.

3.6.3 Evaluate feasibility for a new amphitheater.

3.6.4 Expand funding resources and attract state grants.

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.

## STATEWIDE PLANNING GOAL 10: HOUSING

### Background

Oregon Statewide Planning Goal 10 (Goal 10) outlines the requirements of the City to meet compliance for the Housing Element and contribute to providing for the housing needs of the state. Goal 10 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.

### Housing Inventory

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

### Tenancy

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

### Housing Attainability and Affordability

Housing attainability for households earning at or below the local median family income (MFI) levels were evaluated using U.S. Department of Housing and Urban Development (HUD) guidelines, assuming that the 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 December 2022, the median home sales price in Canby was \$582,000, which is comparable to other cities in the region, but is well above mortgage attainability for the 80 percent to 120 percent MFI income levels.

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

### Residential Land Use and Buildable Land

There are 2,187 acres zoned for residential use in the city. Properties intended for residential development in the city include the following comprehensive 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 285 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 the citizens of Canby.

#### POLICY NO. 1.1

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

#### POLICY NO. 1.2

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

#### POLICY NO. 1.3

Encourage the development of housing for renters, the elderly, those living with disabilities, and low income community members, and integrate the housing into a variety of residential areas throughout the city.

#### *Strategies*

- 1.3.1 Maintain clear and objective housing development standards and criteria for a range of housing types to meet housing needs.

#### POLICY NO. 1.4

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

#### *Strategies*

- 1.4.1 Upzone parcels in Area J to allow more medium and high density housing.
- 1.4.2 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. 1.5

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

#### POLICY NO. 1.6

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

##### *Strategies*

- 1.6.1 Modify system development charge (SDC) fee schedules with scaled charges based on home size.
- 1.6.2 Pursue a variety of amendments to remove regulatory barriers, including reducing minimum lot sizes, increasing building heights, updating allowed uses in residential zones, and updating design standards.
- 1.6.3 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.
- 1.6.4 Offer a full or partial SDC waiver for regulated affordable housing.
- 1.6.5 Allocate some Construction Excise Tax funds to support the provision of affordable housing.

#### POLICY NO. 1.7

Inventory and encourage preservation of naturally occurring affordable housing.

##### *Strategies*

- 1.7.1 Prepare an inventory of subsidized and naturally occurring affordable housing to support proactive policies intended to preserve the affordable housing stock.
- 1.7.2 Preserve and support development of existing manufactured housing parks.

#### POLICY NO. 1.8

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.

## STATEWIDE PLANNING 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 don't 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.

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

The City plans for and regulates many public facilities and services through capital facilities plans and public works design standards and specifications. A variety of streams are used to pay for new and improved facilities.

### Water

Canby Utility, a public utility board, 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 13<sup>th</sup> 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 2030 with an ultimate buildout demand of nearly 17 mgd, a figure based on a projected population of 46,420 in the 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 2040 population projection of 25,748 people, the wastewater collection and treatments 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.

### 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 2019 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. 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.

Northwest 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 City contracts with Fire District #62 for emergency services within city limits. The district currently covers a population of about 32,000. Canby Fire provides fire prevention, suppression and rescue; advanced life support ambulance services; and water rescue teams. In addition, firefighting and ambulance assistance is provided by local volunteers. A fire substation was constructed in 2022 at the north side of the city to account for access and emergency response issues created by trains. The Canby Police Department was recognized by the State of Oregon in 2004 as a fully accredited police agency to provide service to the City.

#### 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 includes: bridges, Canby Disposal, Canby Ferry, communication towers, gas lines, NW Natural pipeline, telephone fiber, Pacific Pride storage tanks, power lines, railroads, transportation networks, and water/wastewater systems.

#### 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.

##### 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.

##### Strategies

- 2.1.1 Replace or repair deteriorating collection systems.
- 2.1.2 Improve or replace other existing facilities as needed in the future to ensure their reliability.
- 2.1.3 Construct new trunk and major sewers.

- 2.1.4 Construct new pump stations, consistent with the City's Public Facilities Plan.
- 2.1.5 Relocate, upgrade and/or expand pump stations in areas where additional capacity is needed.
- 2.1.6 Require the owners of any failing septic systems within the City to connect to the City's sewer system.
- 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.

##### *Strategies*

- 2.2.1 Continue to update a Wastewater Master Plan that provides a capital improvement plan for the wastewater system.
- 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.

##### *Strategies*

- 3.1.1 Provide regional treatment and monitoring facilities as needed.
- 3.1.2 Maintain, expand or replace existing local facilities as needed, to ensure they continue to function reliably.
- 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 its storm drainage facilities in the public right of way to meet future storm drainage service needs.

##### *Strategies*

- 3.2.1 Decommission unacceptable drywells and water wells not meeting city adopted standards.
- 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.

### *Strategies*

- 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 public facilities and services are provided concurrently with future development.

### *Strategies*

- 4.1.1 Work with land developers, property owners and other service providers to ensure that adequate public facilities and services are in place to meet the needs of new residents and businesses prior to approval and/or construction of new development.
- 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.
- 4.1.3 Support only development that is compatible with the City's ability to provide adequate public facilities and services.

### 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.

### *Strategies*

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

### POLICY NO. 4.3

Utilize all feasible means of financing needed public improvements and do so in an equitable manner.

### *Strategies*

- 4.3.1 Allow for the creation of Local Improvement Districts and Advanced Financing Districts as a means of financing needed improvements where supported by local residents.
- 4.3.2 Continue to use SDCs to pay for the costs of public facilities and services needed to serve new development.
- 4.3.3 Use general obligation and revenue bonds, as appropriate, to help finance long-term capital improvements.
- 4.3.4 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.
- 4.3.5 Use fees to recover the cost of services to the greatest extent possible where services or facilities directly benefit users.

- 4.3.6 Incorporate additional changes to the CIP as needed as individual master plans are updated.



## STATEWIDE 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 (*Transportation*), 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; and
- 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).<sup>1</sup>

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 relatively 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 Eccles and William Knight Elementary School as well as Canby Community Preschool.

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.

### 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 most 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 bikeways complete.

### 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. These 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. Access to a bus route is 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 Canby Area Transit Routes.

### Rail Crossings

There are two rail lines in Canby: Union Pacific railroad tracks parallel OR 99E and the Oregon

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<sup>1</sup> US Census Bureau, OnTheMap. Home/Work Distance/Direction Analysis, 2020.

Pacific Railroad line that run 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,<sup>2</sup> 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 for people. 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

### POLICY NO. 1

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

#### *Strategies*

- 1.1 Provide direct, continuous, and connected transportation facilities to minimize out-of-direction travel and decrease travel times for all users.
- 1.1 Increase the proportion of trips made by walking, bicycling, transit and carpooling.
- 1.2 Complete all gaps in the bicycle and pedestrian networks, including trails.
- 1.3 Increase household and job access to transit.
- 1.4 Increase household and job access to low stress bike and walk networks.
- 1.5 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.

#### *Strategies*

- 2.1 Reduce fatal and serious injury crashes for all modes of travel.
- 2.2 Reduce crashes involving pedestrians and bicyclists by improving conditions along and across streets and at other conflict points with motor vehicles.
- 2.3 Ensure the pedestrian and bike throughways are well maintained and clear of debris, obstacles, and obstructions.
- 2.4 Provide attractive streetscapes that encourage active transportation, appropriate traffic volumes, vehicle speeds, and safety for all users.
- 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.

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<sup>2</sup> Crossing Inventory Report, U.S. Department of Transportation, Federal Railroad Administration;  
<https://railroads.dot.gov/safety-data/crossing-and-inventory-data/crossing-inventory-lookup>

### *Strategies*

- 3.1 Reduce vehicle miles traveled per capita
- 3.2 Improve public health by promoting and providing safe, comfortable, and convenient active transportation options to meet daily needs and access services.
- 3.3 Design all transportation facilities to be welcoming and attractive for all people walking and bicycling.
- 3.4 Increase household access to parks, open spaces, and natural areas.
- 3.5 Use sensitive design and mitigation approaches to natural, cultural, and developed resources.
- 3.6 Reduce transportation-related air pollutants.

### *POLICY NO. 4*

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

### *Strategies*

- 4.1 Reduce household transportation costs by providing walkable neighborhoods, active transportation options, and reduced reliance on motor vehicle travel.
- 4.2 Develop a multimodal transportation system that allows all users to access employment, education, and services.
- 4.3 Develop a low stress bike and walk network for users of all ages and abilities.
- 4.4 Promote transportation investments that offer system connectivity and efficiency benefits and avoid, minimize, and mitigate negative impacts.
- 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.

### *Strategies*

- 5.1 Build an integrated and connected system of roadways, freight routes, transit and bicycle and pedestrian facilities.
- 5.2 Build infrastructure and capacity to support electric vehicles and other emerging technologies to increase travel options.
- 5.3 Leverage technological advances to increase efficiency of travel across all modes for all road users.
- 5.4 Increase the number of people and businesses with access to travel information.
- 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.

### *Strategies*

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

- 6.2 Build transportation infrastructure that is sized appropriately and that encourages economical operation and maintenance.
- 6.3 Align the function of transportation facilities with evolving character and design of the cross-section to enhance the adjacent land uses through right sized infrastructure.
- 6.4 Develop new revenue sources to prepare for increased travel demand, that balance fairness and equity across the community.

#### POLICY NO. 7

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

##### *Strategies*

- 7.1 Create a multimodal transportation system that seamlessly connects to existing and planned infrastructure in surrounding communities.
- 7.2 Make transportation investment decisions using a performance-based planning and programming framework that is aligned with the local goals and supported by meaningful public engagement, multimodal data, and analysis.
- 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.
- 7.4 Engage a wider diversity of people to provide input at all stages of developing and maintaining the transportation system and services.

## STATEWIDE PLANNING GOAL 13 – ENERGY CONSERVATION

### Background

Canby's role in contributing to energy conservation and sustainable development is guided by Oregon Statewide Planning Goal 13 (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 owned and 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 energy sales per residential customer during this timeframe remained relatively stable, with small fluctuations year-over-year.

Historically, the electric system in Canby is a winter-peaking system caused by cold weather events. However, summer peaks have been growing consistently over the last 10 years as extreme heat events occur more frequently. The summer peak energy use has grown from 2009 to 2018, reflecting the increased use of air conditioning and hotter weather.

The study of Canby Utility's use and load growth does not include an analysis of the potential for solar energy growth. Additionally, 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.

#### POLICY NO. 1.1

Reduce land use patterns that increase the amount of vehicle trips and miles traveled.

##### *Strategies*

- 1.1.1 Promote higher density residential comprehensive plan designations based on access to transportation, access to and capacity of infrastructure, site size, development constraints, and other relevant criteria.
- 1.1.2 Provide adequate land for industrial and commercial development to expand local employment opportunities and reduce the need for commuting.
- 1.1.3 Support efforts to provide Canby residents with transit options to access jobs, schools, parks, shopping, and other destinations in Canby and neighboring cities.
- 1.1.4 Invest in infrastructure projects that facilitate active modes of transportation, including walking and biking.
- 1.1.5 Encourage medium and high density residential zone designations to areas being annexed by the city.

#### POLICY NO. 1.2

Promote energy efficiency and the use of renewable resources.

##### *Strategies*

- 1.2.1 Adopt development standards to accommodate electric vehicles.
- 1.2.2 Adopt standards for minimum solar requirements for new development.

#### POLICY NO. 1.3

Partner with regional schools and farms to develop and implement renewable energy technologies such as methane digesters, solar farms, and wind farms.

## STATEWIDE PLANNING GOAL 14 – URBAN GROWTH

### Background

The City of Canby's Urban Growth Boundary (UGB) is based on requirements of Statewide Planning Goal 14 (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:

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

A major factor in the City's selection of properties included within the UGB has been the long-term potential for continued agricultural productivity. The City of Canby recognizes the importance of agriculture and forestry within the Willamette Valley and will, through the implementation of this Plan, attempt to minimize the adverse impacts of urban growth. Some farmlands will inevitably be converted to urban use in the natural course of City growth, but this Element is meant to guide the course of growth away from the most valuable agricultural and forest lands. The City has held to a policy of not extending urban services (e.g., sanitary sewer) to developments beyond the city limits without a covenant to annex in two years.

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 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.



Canby has an estimated deficit of 630 to 645 acres of land in the UGB to support residential, parks, and employment needs combined for the 20-year population and employment forecasts.

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. 1.1

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

#### *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 Provide the County with the opportunity to review and comment on proposed land use actions as described in the UGMA.
- 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.

#### POLICY NO 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 OAR 660 Division 21 authorizes planning for areas outside urban growth boundaries to be reserved for eventual inclusion of an urban growth boundary and to be protected from patterns of development which would impede urbanization. This provides the City with a mechanism through which it can influence and affect the pattern of development outside the urban growth boundary, so that it does not conflict with the City's long-term plans for urbanization.
- 1.2.3 Prepare development concept plans (DCPs) for areas within the UGB prior to annexation. At a minimum, DCPs should include land uses, transportation facilities, public utilities, natural resources, and parks, trails, and open space.

- 1.2.4 Areas eligible for annexation should be located within the Canby Urban Growth Boundary and contiguous to the existing city limits.
- 1.2.5 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.
- 1.2.6 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. 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 be used to identify properties required to adopt a Development Concept Plan (DCP) or Development Agreement (DA) prior to annexation.