

**ORDINANCE NO. 1611**

**AN ORDINANCE ADOPTING THE ECONOMIC OPPORTUNITY ANALYSIS AS PART OF THE CITY OF CANBY COMPREHENSIVE PLAN**

**WHEREAS**, the City Council accepted the Economic Opportunity Analysis (EOA) on April 19, 2023 which needs to be formally adopted into the Canby Comprehensive Plan;

**WHEREAS**, there is a state requirement that the EOA be adopted as part of the City's comprehensive plan;

**WHEREAS**, the planning commission recommended approval of the EOA on August 14, 2023; and

**WHEREAS**, a staff report with appropriate findings have been prepared showing consistency of the EOA comprehensive plan text amendment with the City Municipal Code and statewide planning goals.

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

**Section 1.** They City of Canby City Council hereby adopts the EOA as a text amendment to the Canby Comprehensive Plan as Exhibit A.

**SUBMITTED** to the Canby City Council and read the first time at a regular meeting therefore on Wednesday, September 6, 2023 ordered posted as required by the Canby City Charter; and scheduled for second reading on Wednesday, September 20, 2023 commencing at the hour of 7:00 PM in the Council Chambers located at 222 NE 2<sup>nd</sup> Avenue, 1<sup>st</sup> Floor Canby, Oregon.

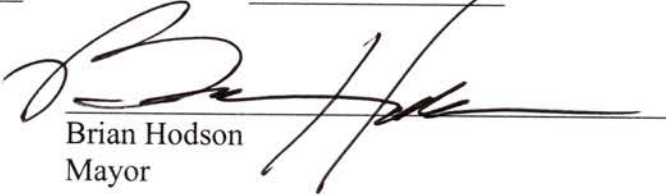


\_\_\_\_\_  
Maya Benham  
City Recorder


**PASSED** on second and final reading by the Canby City Council at a regular meeting thereof on the 20<sup>th</sup> day of September, 2023, by the following vote:

YEAS 6

NAYS 0

  
Brian Hodson  
Mayor

ATTEST:

  
Maya Benham  
City Recorder

**AFFIDAVIT OF POSTING**

**STATE OF OREGON**       )  
  )  
**County of Clackamas**    )       ss:  
  )  
**CITY OF CANBY**         )

I, Maya Benham, being first duly sworn, depose and say that I am the City Recorder for the City of Canby, Clackamas County, Oregon, a City duly incorporated under and by virtue of the laws of the State of Oregon.

That on the 6<sup>th</sup> day of September, 2023 the Council for said City of Canby held a Regular City Council Meeting, at which meeting Ordinance No. 1611 was read for the first time and passed by the vote of said Council and was then and there ordered posted in at least three (3) public and conspicuous places in said City for a period of five (5) days prior to the second reading and final vote on said Ordinance, as provided in Section 2 of Chapter 8 of the Charter of the City of Canby, and

Thereafter, on the 11<sup>th</sup> day of September, 2023, I personally posted said Ordinance in the following three (3) conspicuous places, all within the said City of Canby, to wit:

- 1.     Canby Civic Building
- 2.     Canby Post Office
- 3.     City of Canby Web Page

That since said posting on the date aforesaid, the said Ordinance will remain posted in the said three (3) public and conspicuous places continuously for the period of more than five (5) days and until the very 20<sup>th</sup> day of September, 2023.

*Maya Benham*  
\_\_\_\_\_  
Maya Benham, City Recorder

Subscribed and sworn to before me this 25 day of September, 2023.

*Emily Lela Sasse*  
\_\_\_\_\_  
Notary Public for Oregon  
My Commission Expires: 12-12-26



SECRET  
NO FOREIGN DISSEM  
NO UNCLASSIFIED DISSEM  
NO UNCLASSIFIED DISSEM



# Canby, Oregon

## Economic Opportunities Analysis

Report

March 17, 2023  
*(Revised May 18, 2023)*

This project was funded in part by a grant from the  
Oregon Department of Land Conservation and  
Development

## ACKNOWLEDGEMENTS

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This work is made possible through the extensive input by City staff and the Canby Economic Opportunities Analysis project advisory committee, as well as community members that participated in the planning process. We specifically recognize and appreciate the time and attention dedicated to this work by the following people.

### **City of Canby Mayor and City Council**

Brian Hodson (Mayor)  
Traci Hensley (Council President)  
Christopher Bangs (Councilor)  
Shawn Varwig (Councilor)  
Jason Padden (Councilor)  
Jim Davis (Councilor)  
Herman Maldonado (Councilor)

### **Project Advisory Committee**

Kelly Reid and Leigh McIlvaine, Oregon Dept. of Land Conservation and Development  
Cindy Moore, Economic Development Coordinator  
Amy Oakley, Clackamas Workforce Partnership  
Briana Correa, Todos Juntos, Inc.  
Susan Myers, Developer Representative  
Teresa Sasse, Puddin' River Chocolates  
Brian Hodson, Canby Mayor  
Jason Padden, Canby City Council  
Sarah Spoon, Canby City Council

### **Canby City Staff**

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City of Canby  
March 2023

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*“The best way to enjoy your job is to imagine  
yourself without one.” - Oscar Wilde*

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## Section I. INTRODUCTION

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The Canby Economic Opportunities Analysis (EOA) is intended to serve as a basis for the City to explore and document new information regarding the City's buildable land inventory (BLI), population and employment trends, and development policies and objectives aimed at strengthening the local economy. The Canby EOA will serve as a basis for the City to document and adopt local policies and actions that help make the City a more economically viable community for residents, businesses and workers.

### I.A. OREGON REGULATORY REQUIREMENTS

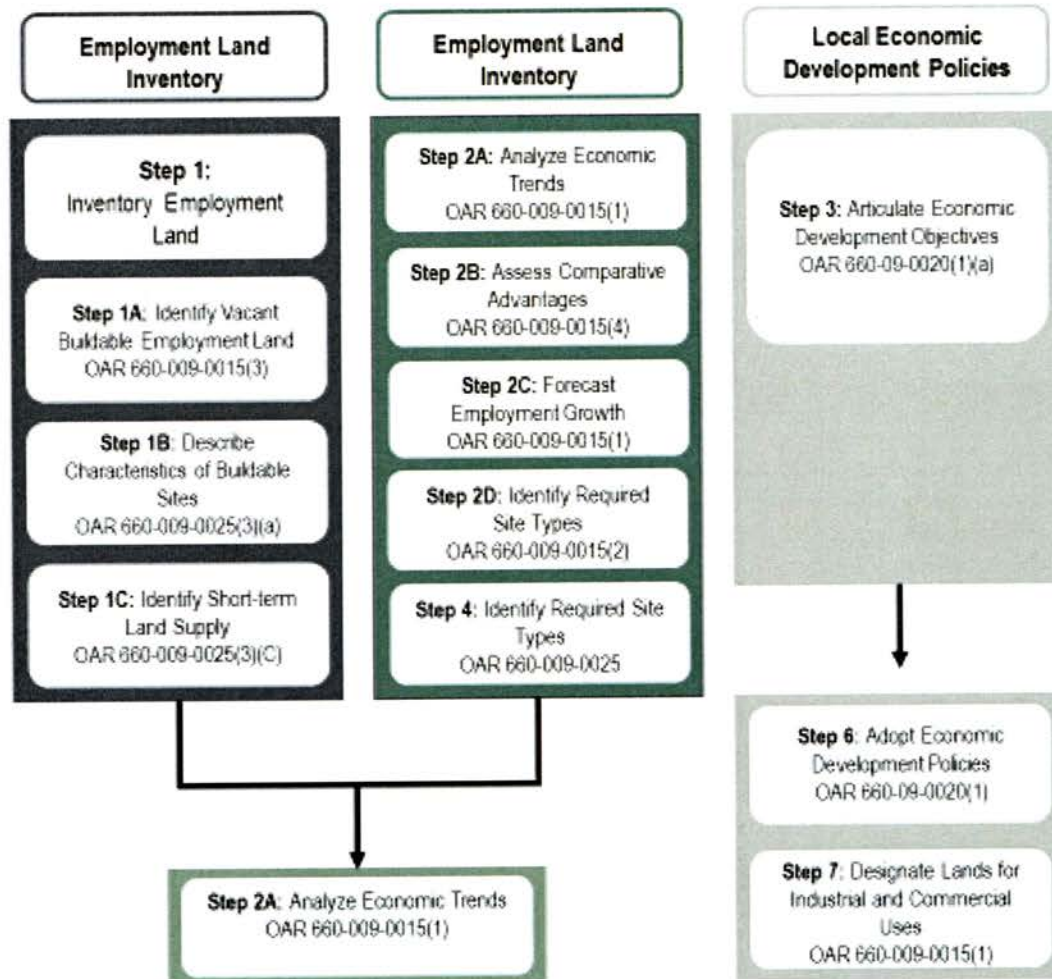
Canby is undergoing a review of its Comprehensive Plan per Oregon requirements. As part of the Comprehensive Plan update, the City must address the requirements of Goal 9 (Economic Development, OAR 660-009). Among other requirements listed in **Appendix A**, Goal 9 requires cities to periodically review and update the following:

- Local vision for strengthening local economies through the adoption of local economic policies that include community economic development objectives;
- Local urban growth requirements (land needs) for providing adequate land needed to accommodate 20-year employment growth forecasts. Land needs are to be based upon:
  - Current analysis of vacant and part-vacant buildable lands that are zoned or planned to accommodate job growth.
  - Forecast land needs based on an Economic Opportunities Analysis that considers global, national and local trends, and is generally consistent with regional growth forecasts or coordinated population growth forecasts.

### I.B. METHODOLOGY AND APPROACH

The technical and political approach used for the Canby EOA and related steps are illustrated in **Exhibit 1**. This approach is consistent with the DLCDC Goal 9 administrative rule, the supporting OAR 660 guidance, as well as other supporting guidance provided per the DLCDC Industrial & Other Employment Lands Analysis Guidebook (2005) and the Economic Development and Employment Land Planning Guidebook (July 2010).

Exhibit 1: Canby EOA Methodology and Approach



## Section II. EMERGING TRENDS

This section includes an analysis of economic trends and local competitive advantages according to prepared employment growth forecasts in accordance with OAR 660-009-0015(1-4). The analysis considers local economic development visions, goals, and objectives to inform the growth forecast.

### II.A. ECONOMIC OVERVIEW

FCS GROUP conducted an economic overview and market evaluation for office, commercial, industrial, and civic development for the Canby Urban Growth Boundary (UGB). The analysis focused on the expected level of demand for new development related to job growth over the next 20 years.

The United States (U.S.) economy has experienced an economic recovery since the Coronavirus-related economic downturn occurred during early 2019 through 2020. More recently, unemployment rates have declined to near record lows while the national economy has been hampered by persistently high inflation. Current trends reflect positive growth in the U.S. gross domestic product (GDP), which is a measure of the value of goods and services produced. According to Wells Fargo, U.S. GDP is expected to realize a 2.8% year-over-year GDP growth rate in 2022, but little or no real inflation adjusted growth in 2023 and 2024 (**Exhibit 2**).

As shown in **Exhibit 2**, the U.S. Consumer Price Index (CPI), which is a measure of inflation, is estimated to have increased at a rate of 8% in 2022 with anticipated increases of 3.8% in 2023 and 2.5% in 2024.

**Exhibit 2: Global GDP and CPI Growth Projections**

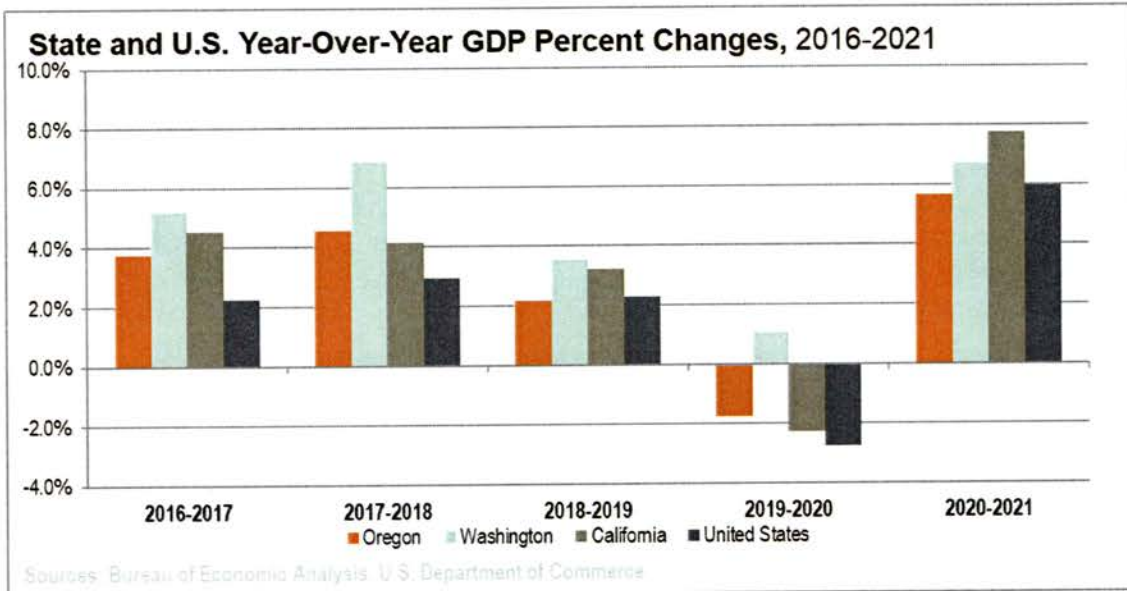
	GDP				CPI			
	2021	2022 Est.	2023 Proj.	2024 Proj.	2021	2022 Est.	2023 Proj.	2024 Proj.
<b>Advanced Economies</b>	5.2%	2.8%	0.2%	1.3%	3.1%	8.0%	5.0%	2.3%
United States	5.9%	2.0%	0.2%	0.0%	4.7%	8.0%	3.8%	2.5%
Eurozone	5.2%	3.2%	-0.7%	2.0%	2.6%	8.5%	6.2%	2.1%
United Kingdom	7.4%	4.4%	-1.5%	1.7%	2.6%	9.2%	8.9%	2.5%
Japan	1.7%	1.4%	1.2%	1.5%	-0.2%	2.4%	1.8%	0.8%
Australia	4.9%	3.8%	1.7%	2.4%	2.8%	6.4%	4.3%	2.9%
Canada	4.5%	3.5%	0.4%	2.4%	3.4%	6.8%	3.4%	1.9%
<b>Developing Economies</b>	6.6%	2.1%	2.8%	3.5%	5.9%	6.6%	5.2%	4.6%
China	8.1%	3.0%	4.9%	4.9%	0.9%	2.1%	2.3%	2.0%
India	8.7%	6.7%	5.8%	6.3%	5.5%	6.8%	4.5%	5.0%
Mexico	4.8%	3.1%	0.7%	1.8%	5.7%	7.9%	5.4%	3.6%
Brazil	4.6%	3.1%	0.4%	1.9%	8.3%	9.0%	5.0%	4.0%

Source: Wells Fargo, forecast as of December 8, 2022.

Abbreviations: GDP = gross domestic product; CPI = consumer price index

Within the U.S., Oregon tends to exceed the national GDP growth rate. According to the U.S. Bureau of Economic Analysis, Oregon had the 8<sup>th</sup> fastest growing economy in the U.S., increasing at 2.9% per year from 2016-2021 (**Exhibit 3**).

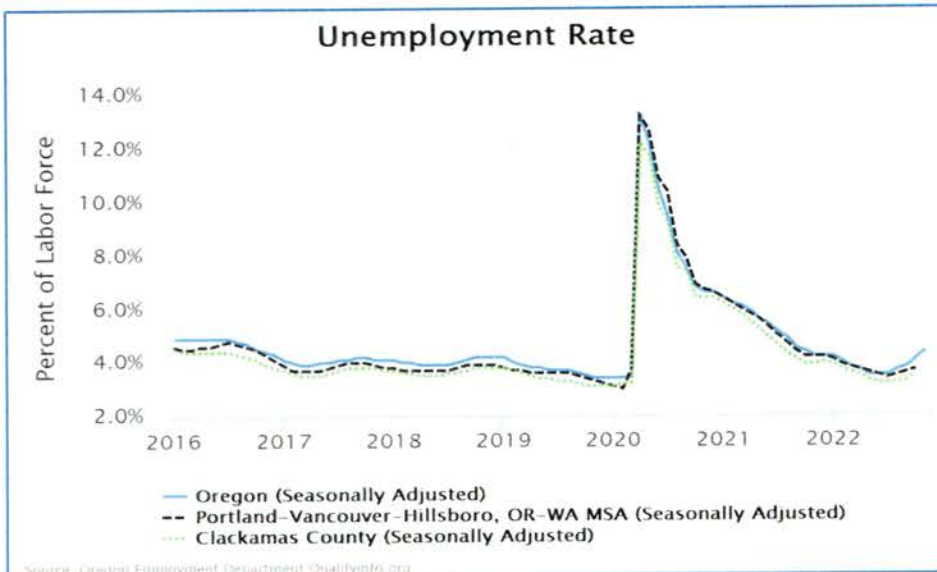
Exhibit 3: GDP Growth in Oregon, the United States, and Selected States



Statewide unemployment rates peaked at a seasonally adjusted rate of 13.3% in April 2020 before falling below 3.5% in July 2022 then ticking up slightly to 4.4% by November 2022 (Exhibit 4).

Clackamas County has recorded lower unemployment levels than the state as whole according to the Oregon Employment Department (OED). In October 2022, Clackamas County had an overall unemployment rate of 3.5% with a total employment of 222,549 workers.

Exhibit 4: Unemployment Rates, Clackamas County, Portland MSA, Oregon, 2016-2022



Because the unemployment rate is a measure of the percentage of workers between ages 15 and 64 that are actively looking for a job, it does not reflect factors regarding labor participation rates and underemployment (workers that have accepted low paying jobs since other jobs are not available

locally). In 2021, labor participation rates (the share of civilian population that is employed or unemployed) were slightly higher in Clackamas County (63.9%) compared with the state (62.6%).

## II.B. DEMOGRAPHIC TRENDS

Population has been steadily increasing in Canby, Clackamas County, and Oregon as a whole for the past 20 years. Canby’s population increased by 42% from 2000 to 2021, from 12,790 residents in 2000 to 18,171 in 2021 and 18,979 in 2022. Canby’s average annual growth rate (AGR) in population consistently outpaced the growth rates recorded in Clackamas County and Oregon during the past 21 years (**Exhibit 5**).

**Exhibit 5: Population Trends, 2000-2021**

	2000	2010	2020	2021	Avg. Growth Rate	
					2000-2010	2010-2021
Oregon	3,421,399	3,761,925	4,176,346	4,207,177	0.95%	1.02%
Clackamas County	338,391	375,992	422,185	425,316	1.06%	1.13%
City of Canby	12,790	15,829	17,210	18,171	2.15%	1.26%

Sources: U.S. Census, PSU Population Research Center

The long-term population forecasts prepared by Portland State University (PSU) anticipate a continuation of positive growth for Clackamas County. The county is projected to attain a 0.9% AGR between 2020 and 2040. The Canby Urban Growth Boundary (UGB) is projected to grow more quickly than the county, at a rate of 1.3% per year (**Exhibit 6**).

**Exhibit 6: Population Projections, 2020-2043**

	2020	2022	2025	2030	2035	2040	2043	AGR
								(2020-2040)
Clackamas	421,401	429,149	437,222	460,401	483,349	505,622	519,632	0.9%
Canby UGB	18,171	18,655	19,468	20,796	22,234	23,635	24,586	1.3%

Source: Population Research Center, Portland State University, June 30, 2020

In 2020, 87% of Canby’s population 25 years and over had graduated from high school, which was a smaller percentage than that of the State (91%), and the County (94%) as shown in **Exhibit 7**. Additionally, 26% of Canby’s population 25 years and over had obtained a bachelor’s degree and 10% of the city’s population had achieved a graduate degree.

**Exhibit 7: Educational Attainment of Population 25 years and over, 2020**

	Clackamas		
	Oregon	County	Canby
Less than high school	9%	6%	13%
High school	48%	46%	51%
College	30%	34%	26%
Graduate School	13%	13%	10%
<b>Total</b>	100%	100%	100%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates (Tables B15003)

Canby workers are far more likely to be employed in manufacturing occupations as compared with Clackamas County and the State. In 2019, nearly 22% of Canby’s jobs were in manufacturing,

compared with 11% in Clackamas County and 10% in Oregon. Construction (15%) Retail trade (11%), educational services (8%), accommodation and food service (8%), and health care (8%) also represent significant shares of jobs in Canby (**Exhibit 8**).

**Exhibit 8: Occupations for the Employed Population 16 years and over, 2016**

	Canby	Clackamas County	Oregon
Agriculture, Forestry, Fishing and Hunting	0.9%	2.7%	2.6%
Utilities	0.5%	0.3%	0.5%
Construction	15.2%	8.8%	6.0%
Manufacturing	21.7%	11.2%	10.1%
Wholesale Trade	6.5%	6.4%	3.9%
Retail Trade	10.9%	11.6%	10.5%
Transportation and Warehousing	2.6%	2.4%	3.6%
Information	2.6%	1.4%	2.0%
Finance and Insurance	2.0%	3.4%	3.0%
Real Estate and Rental and Leasing	0.9%	1.4%	1.5%
Professional, Scientific, and Technical Services	2.5%	6.2%	5.4%
Management of Companies and Enterprises	0.0%	1.5%	2.7%
Admin. & Support, Waste Mgmt.	1.7%	5.0%	5.5%
Educational Services	8.4%	6.5%	8.2%
Health Care and Social Assistance	8.3%	13.8%	14.8%
Arts, Entertainment, and Recreation	1.5%	1.6%	1.7%
Accommodation and Food Services	8.4%	8.1%	9.3%
Other Services (excluding Public Administration)	4.0%	4.6%	4.4%
Public Administration	1.4%	2.9%	4.2%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

35)

## II.C. INCOME AND EMPLOYMENT TRENDS

Income levels for Canby’s residents tend to be below those of Clackamas County but well above the state as a whole. Between 2010 and 2020, median household and family incomes for residents of Canby increased measurably but were outpaced slightly by growth rates observed statewide and in Clackamas County (**Exhibit 9**).

In 2020, the median household income within Canby was much higher for owner-occupied households (\$91,523) than for renter households (\$49,677).

**Exhibit 9: Income Trends, 2010-2020**

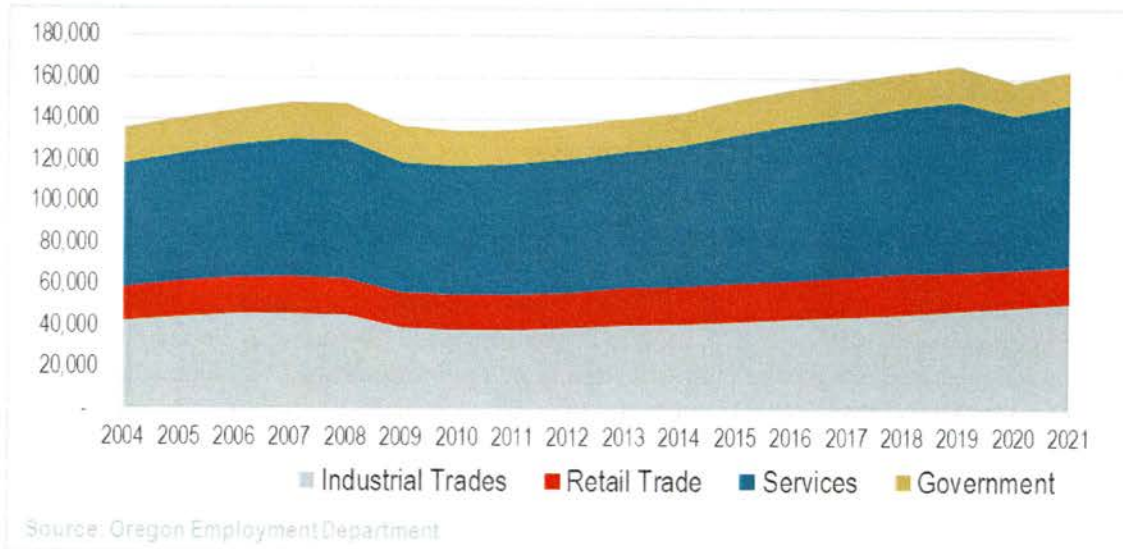
Median Household Income			
	2010	2020	AGR
Canby	\$57,427	\$74,825	2.7%
Clackamas County	\$62,007	\$82,911	2.9%
Oregon	\$49,260	\$65,667	2.9%
Median Family Income Trends			
	2010	2020	AGR
Canby	\$67,370	\$87,173	2.6%
Clackamas County	\$74,905	\$100,172	2.9%
Oregon	\$60,402	\$80,630	2.9%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates (Table B2 and Table B10113).

AGR: average annual growth rate.

In 2021, the total at-place-of-work employment within Clackamas County recorded 164,593 workers (nonfarm workers). Within Clackamas County, the services sector (professional business services, leisure and hospitality and financial activities) accounts for 48% of the employment. Industrial trades and retail trades are next with 31% and 11% of the jobs, and the government sector accounted for 10% of the employment base (**Exhibit 10**).

**Exhibit 10: Employment Trends by Sector in Clackamas County, 2004-2021\***



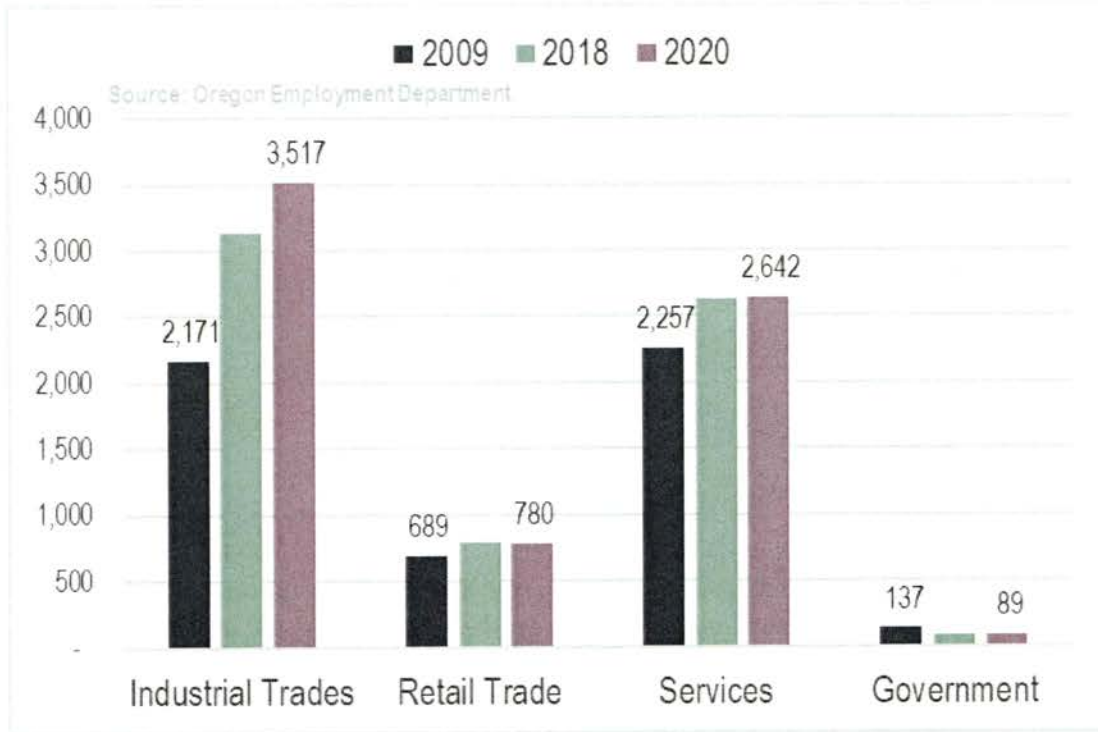
*\*Note, the job estimates shown above may tend to understate the total number of employees that work in Clackamas County since Oregon Employment Data only includes nonfarm workers that are covered by unemployment insurance. Hence, the OED estimates tend to exclude smaller home-based businesses and part-time workers that do not pay workers compensation insurance.*

Employment in Canby has increased significantly in recent years. According to the Oregon Employment Department, the total number of jobs covered by unemployment insurance increased to



7,028 jobs up from 6,718 in 2018. Half of Canby’s employment is in the strong and growing industrial sector which added 1,348 jobs between 2014 and 2020. The services sector accounts for 38% of employment in the city, followed by the retail trade sector which accounted for 11% of all jobs in 2020 (**Exhibit 11**).

**Exhibit 11: Employment Trends by Sector in Canby, 2009-2020**



Canby’s top private employers include a wide range of business types, as shown in **Exhibit 12**. In 2020 there were 11 private employers in Canby that each employed between 100 and 350 workers. These local businesses generated an estimated \$274 to \$316 million in annual GDP.

**Exhibit 12: Canby’s Top Private Employers, 2020**

	Description	Annual GDP (\$M)	Emp. Range
Larusso Concrete Inc.	Masonry Contractors	\$ 13.6 to \$ 17.0	100-125
Marquis Companies I Inc.	Assisted Living Facilities for the Elderly	\$ 11.8 to \$ 14.1	125-150
Wilson Construction Co.	Power and Communication Line Construction	\$ 17.0 to \$ 20.4	125-150
Shimadzu USA Manufacturing Inc.	Analytical Laboratory Instrument Manufacturing	\$ 24.7 to \$ 28.2	175-200
Kendal Floral Supply LLC	Flower, Nursery Stock, and Florists' Supplies	\$ 22.8 to \$ 26.0	175-200
MEC Northwest	Printed Circuit Assembly Manufacturing	\$ 24.7 to \$ 28.2	175-200
JMJ Construction LLC	New Single-Family Housing Construction	\$ 27.1 to \$ 30.5	200-225
Johnson Controls Battery Group Inc.	Storage Battery Manufacturing	\$ 28.2 to \$ 31.7	200-225
Fred Meyer	Warehouse Clubs and Supercenters	\$ 21.3 to \$ 23.4	250-275
Colima Construction LLC	Drywall, Plaster Work & Building Insulation	\$ 40.7 to \$ 47.5	300-350
Columbia Distributing	Beverage Merchant Wholesalers	\$ 40.7 to \$ 47.5	300-350

Source: Clackamas County Economic Landscape analysis by FCS GROUP, 2022.

Note: Data represents employment in 2020

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, as shown in **Exhibit 13**.

**Exhibit 13: Canby's Employers by Number of Workers per Establishment, 2009 -2020**

Employee Count per Establishment	Number of Establishments				
	2009	2020	2009 Dist.	2020 Dist.	% Change
0-1	166	227	35%	37%	37%
2-10	209	256	43%	42%	22%
11-25	63	76	13%	12%	21%
26-49	18	28	4%	5%	56%
50-100	17	17	4%	3%	0%
101+	8	12	2%	2%	50%
<b>Total</b>	<b>481</b>	<b>616</b>	<b>100%</b>	<b>100%</b>	<b>28%</b>

Source: Oregon Employment Department.

## II.D. TARGET BUSINESS CLUSTERS

Location quotient (LQ) analysis is a method of determining which business sectors are clustered in the City of Canby in comparison to the Oregon state average. LQ analysis reveals what makes the local economy “unique” in comparison to a broader geography. The LQ analysis indicates existing and potential emerging business clusters present in Canby based on their size (as measured by employment) and projected growth potential. The data used for the cluster analyses were derived from the Oregon Employment Department 2020 wage and salary employment statistics and the Clackamas, Multnomah, and Washington County job growth projections described previously applied to City of Canby current employment estimates.

Business clusters in Canby with high LQs include arts, entertainment and recreation, wholesale trade, manufacturing, construction, utilities, information, retail trade and other services.

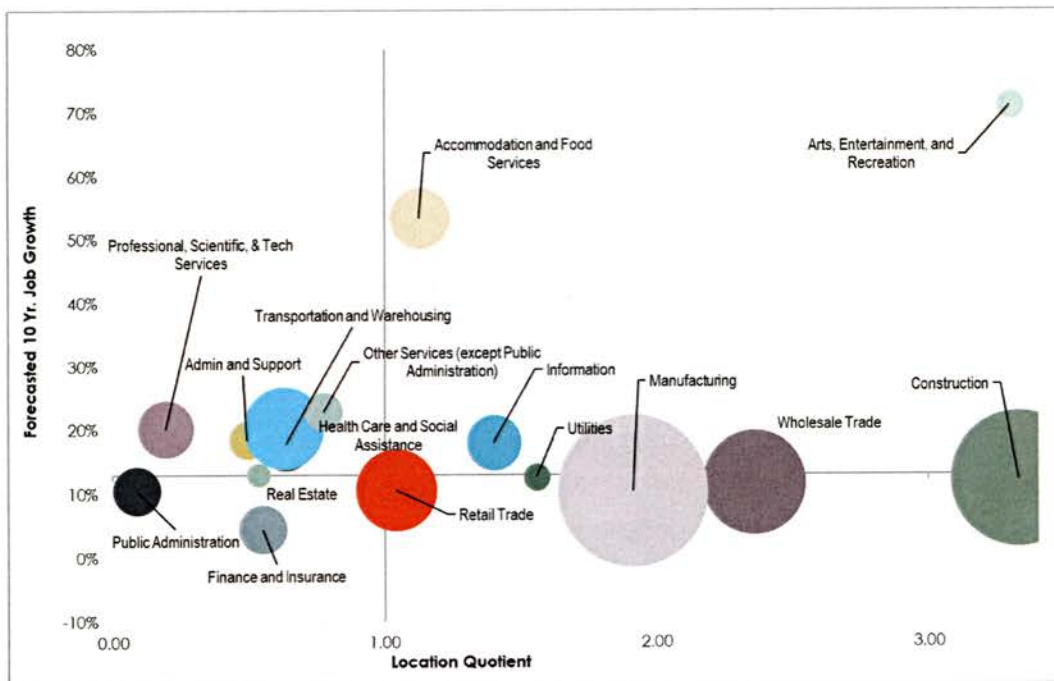
For example, the wholesale trade sector, a cluster which includes Kendal Floral Supply and American Metals, has an LQ of 2.65 which signifies that this business cluster is more than twice as concentrated in Canby than the statewide average (**Exhibit 14**).

Clusters with less than 1.0 LQ may represent a business cluster with either a competitive disadvantage (e.g., from lack of access to key markets) or business clusters with pent-up demand. Clusters with pent-up demand may represent “emerging” opportunities if the job growth rate is projected to be higher than average. For example, the health care cluster has a 0.62 LQ and a high job growth forecast (20% projected growth between 2020 and 2030) so it may now be in position to expand if local employment sites and workforce training opportunities are provided locally.

The preliminary list of target industries for Canby includes several existing and emerging clusters including:

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

Exhibit 14: Industry Cluster Location Quotients and Forecasted Growth, Canby Area



Compiled by FCS Group based on Oregon Employment Department data from 2020.

During the EOA planning process, FCS conducted meetings with the project advisory committee, and the public, and interviewed local business stakeholders to ascertain local business expansion plans and relative market advantages Canby has for attracting and retaining various types of businesses. The input from those meetings combined with the analysis of growth trends suggests that Canby could have a high degree of success in attracting specific clusters of industries to its commercial and industrial lands, as summarized in **Exhibit 15**.

In addition to the target industries listed in Exhibit 15, feedback from stakeholder interviews and public surveys indicated that Canby should also aim to attract additional commercial retail, professional and business services, entertainment/recreation, hotels, and business-to-business supply chains in flexible light industrial buildings. Mixed support was voiced for additional warehousing

and distribution operations in the City given relatively low employment density and wages offered by that sector.

**Exhibit 15: Potential Target Industries for Canby**

Target Industry Category	Market Potential	Relative Wage Rates	Potential Job Creation	Target Industry	Example Businesses
<b>Advanced Manufacturing</b>	●	●	●	<input checked="" type="checkbox"/>	
Energy Systems	●	●	●	<input checked="" type="checkbox"/>	Johnson Controls
Electronic Component Manufacturing	●	●	●	<input checked="" type="checkbox"/>	MEC Northwest
Fabricated Metal Product Manufacturing	●	●	●	<input checked="" type="checkbox"/>	JV Northwest
Navigational, Measuring, Electromedical, and Control Instruments	●	●	●	<input checked="" type="checkbox"/>	Shimadzu USA, FLIR
<b>Composit Materials and Product Manufacturing</b>	●	●	●	<input type="checkbox"/>	Larusso Concrete
<b>Construction related</b>	●	●	●	<input type="checkbox"/>	Colima Construction, JMJ Construction, Wilson
<b>Food/Beverage Processing</b>	●	●	●	<input checked="" type="checkbox"/>	Puddin' River Chocolates, Cutsforth's
<b>Transportation and Distribution</b>	●	●	●	<input type="checkbox"/>	Kendal Floral, Amazon
<b>Health Care</b>	●	●	●	<input checked="" type="checkbox"/>	Providence
Legend:					
Good: ● Fair: ● Poor: ○					

Source: FCS GROUP.

## II.E. REGIONAL EMPLOYMENT GROWTH FORECAST

The Oregon Employment Department prepares employment forecasts for “regions” throughout Oregon. Canby’s region includes Clackamas, Multnomah and Washington counties. As shown in **Exhibit 16**, the tri-county region is projected to experience positive growth over the next 10 years across all job sectors. The sectors that are projected to add the most net new jobs include: transportation and warehousing, professional, scientific & tech services, health care and social assistance, construction and educational services.

**Exhibit 16: Projected Job Growth s by Industry for Clackamas, Multnomah and Washington Counties 2020-2030**

Sector	2020	2030	Change in		AAGR
			Jobs	% Change	Trend
Industrial Trades	254,400	285,100	30,700	12%	1.15%
Retail Trade	87,700	97,100	9,400	11%	1.02%
Services	542,400	663,900	121,500	22%	2.04%
Government	112,000	123,800	11,800	11%	1.01%
<b>Total</b>	<b>996,500</b>	<b>1,169,900</b>	<b>173,400</b>	<b>17%</b>	<b>1.62%</b>

Source: Oregon Employment Department. Includes Clackamas, Multnomah & Washington counties.

# Section III. OPPORTUNITIES AND CONSTRAINTS ANALYSIS

Current market trends regarding visitation, business openings & closures, and perceived market considerations are important factors to consider when evaluating the ability for Canby to retain or attract economic development. A summary of these considerations follows.

## III.A. BUSINESS OPENINGS/CLOSURES

Canby has witnessed several notable business openings and expansions over the past four years. **Exhibit 17** summarizes the most significant openings and expansions in the area, ranging from the opening of a manufacturing facility by Caldera International (medical products) to numerous food and beverage establishments.

**Exhibit 17: Canby Business Openings and Closures May 2013-2018**

Name	Industry	Date
<b>Openings/Expansions</b>		
Siren Song	Leisure and hospitality	9/9/2021
Art-O-Maddic	Retail trade	6/18/2021
B's Bake Shoppe	Leisure and hospitality	8/5/2020
Caldera International	Manufacturing	8/26/2019
Coffee Doodle Doo	Leisure and hospitality	8/9/2019
Wayward Sandwiches	Leisure and hospitality	5/9/2019
Columbia Distributing	Transportation, warehousing and utilities	5/2/2019
Neurotherapeutic Pediatric Therapies	Health care and social assistance	4/24/2019
Baker's Prairie Bakery	Leisure and hospitality	12/12/2018
TMK Creamery	Manufacturing	2/29/2018
HealthMarkets Insurance Agency	Financial activities	2/28/2018
<b>Closures</b>		
Dave's Prescription Shop	Retail trade	5/7/2019
Secret Garden Floral	Retail trade	2/11/2019

Source: Oregon Employment Department.

## III.B. INDUSTRIAL LEADS

Over the years, Canby has recorded numerous business leads that have or are currently expressing interest in industrial property in Canby. Selected business leads are listed below.

- Oregon Liquor Control Commission distribution warehouse
- Amazon distribution center which would employ 500

### III.C. RETAIL TRADE

FCS GROUP conducted an analysis of retail sales data to identify existing retail trade flows within the Canby market area. The analysis examines the consumer retail demand and existing estimated sales within a 15, 30- and 45-minute drive time of Canby (to/from downtown).

The retail trade flow analysis measures the difference between local buying power from resident demand within the footprint of the analysis area and the actual sales in the same area. The retail trade analysis summary shown in **Exhibit 18** indicates that Canby retail and food service establishments attract a significant amount of retail inflow (local sales are far greater than local buying power).

Based on the analysis of individual store groups there is also a retail outflow which means most Canby’s residents currently travel outside the area to make purchases in the following store group categories:

- Building Materials, Garden Equipment & Supply Stores
- Electronics and Appliance Stores
- Motor vehicle sales, auto parts and supply stores

**Exhibit 18: Canby Retail Market Trade Area Profile, 2020**

	15 Minutes	30 Minutes	45 Minutes
Population	82,389	683,585	1,435,758
Households	31,525	263,114	569,834
Aggregate Income	\$3,233,438,694	\$28,456,276,380	\$56,534,407,008
<b>Total Demand and Sales (Supply) within Trade Area</b>			
Demand	\$1,070,657,334	\$9,677,982,953	\$18,957,694,917
Supply	\$1,286,857,770	\$10,621,285,989	\$19,600,993,128
Retail Trade Outflow/(Inflow)	\$216,200,436	\$943,303,036	\$643,298,211
<b>Food and Drink Demand and Sales (Supply) within Trade Area</b>			
Demand	\$115,970,767	\$1,064,867,750	\$2,111,201,777
Supply	\$101,291,611	\$1,030,244,223	\$2,480,737,818
Retail Trade Outflow/(Inflow)	(\$14,679,156)	(\$34,623,527)	\$369,536,041

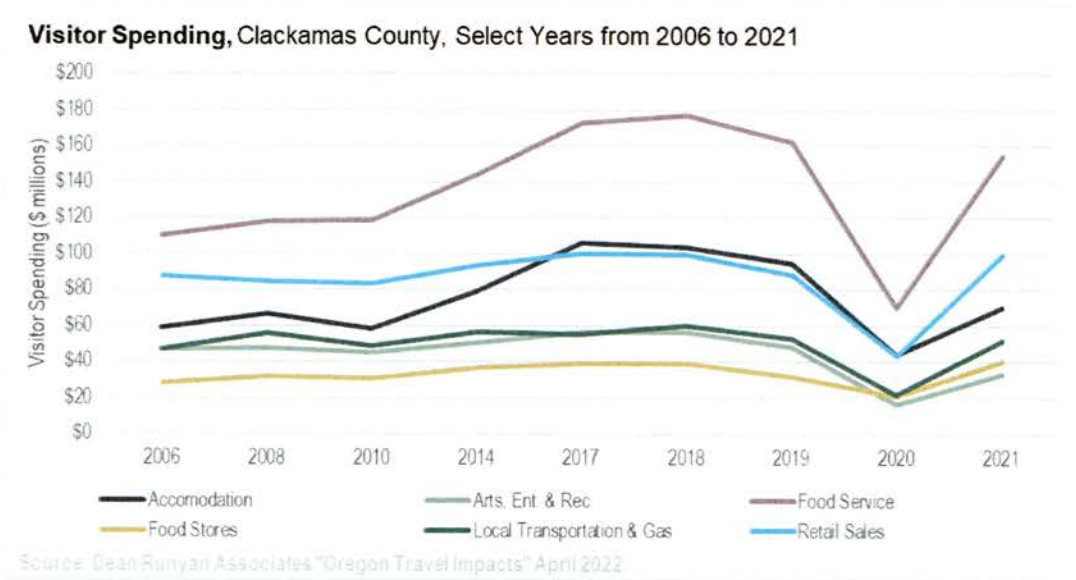
Source: ESRI Business Analyst Online

### III.D. VISITATION

The recreation and visitation industry has long been a bright spot within Clackamas County. County residents and visitors enjoy access to abundant recreational opportunities afforded by the Clackamas River, Mount Hood National Forest, wineries, breweries, skiing on Mount Hood, agritourism and other activities.

**Exhibit 19** depicts trends in visitor spending within Clackamas County between 2006 and 2021. Visitor spending reached a record level in 2018 at \$537 million, a total which declined measurably during the pandemic in 2020 before recovering in 2021 to \$451 million. In 2021 the leading sector for visitor spending was food service establishments followed by accommodation, retail spending, local transportation and gas, arts, entertainment and recreation and food stores.

Exhibit 19: Visitor Spending in Millions (2012-2021)





## Section IV. EMPLOYMENT GROWTH AND LAND INVENTORY & NEEDS

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In light of the trends and opportunities identified above, the Canby EOA Advisory Committee evaluated three alternative employment growth forecasts for the Canby UGB (see **Exhibit 20**).

**Low Growth Forecast Scenario:** this scenario assumes Canby's overall employment growth reflects a *Safe Harbor* assumption ties the overall average annual job growth rate (1.79%) to be generally consistent with the projected housing growth rate over the next 20 years. Overall job growth in Canby would increase by 3,270 jobs from 7,665 jobs (2023 est.) to 10,935 jobs in 20 years.

**Medium Growth Forecast Scenario:** this scenario reflects the level of job growth anticipated based on actual historic job growth rates for major sectors including industrial, retail, services and government. Historic growth rates were derived from 2009-2020 trends in covered employment within the City of Canby using Oregon Employment Department estimates for the industrial, retail and service sectors. Government sector growth rates are assumed to reflect the long-term population growth rate for the Canby UGB. This scenario would result in an average annual employment growth rate of 3.2%. Overall job growth in Canby would increase by 6,778 jobs from 7,665 jobs currently to 14,443 in 20 years.

**High Growth Forecast Scenario:** this scenario is consistent with the medium growth forecast but includes the local aspirational objective to attract additional living wage jobs into Canby. This scenario assumes that there are adequate sites to accommodate the addition of 300 industrial jobs and 460 service sector jobs over and above the assumptions shown in the medium scenario. The rationale for the additional service job growth assumes that the City's annual rate of growth in this sector (2.04%) equates to the long-range forecast for the Region (includes Clackamas, Multnomah and Washington Counties) per Oregon Employment Department's long range job growth forecast. This scenario would result in an overall average annual employment growth rate of 3.5%. Overall job growth in Canby would increase by 7,576 jobs from 7,665 jobs currently to 15,241 in 20 years.

**Exhibit 20: Employment Growth Forecast, Canby UGB**

Sector	2023			Annual Growth Rates		Proj. Canby Growth Rate			20-Year Job Growth Forecast		
	2009	2020	Est.	Canby Trend	Regional Forecast	Low	Medium	High	Low	Medium	High
Industrial Trades	2,171	3,517	4,012	4.48%	1.15%	2.24%	4.48%	4.64%	2,238	5,632	5,932
Retail Trade	689	780	807	1.13%	1.02%	1.02%	1.13%	1.32%	182	204	243
Services	2,257	2,642	2,758	1.44%	2.04%	1.32%	1.44%	2.04%	829	914	1,374
Government	137	89	89	-3.85%	1.01%	1.01%	1.32%	1.32%	20	27	27
<b>Total</b>	<b>5,254</b>	<b>7,028</b>	<b>7,665</b>	<b>2.68%</b>	<b>1.62%</b>	<b>1.79%</b>	<b>3.22%</b>	<b>3.50%</b>	<b>3,270</b>	<b>6,778</b>	<b>7,576</b>

Source: Oregon Employment Department (historic trend and regional forecast) and stated assumptions.

**Employment Land Needs Assessment**

The employment land need for the Canby UGB is calculated using the following steps:

1. Allocating the growth forecasts into building types based on each sector’s typical space needs for office, general government, retail/service, general industrial, flex/business park and warehousing/distribution.
2. Applying an average job density (floor area square feet per job) based on the building types listed above;
3. Applying a work-at-home assumption for the various building types
4. Allocating building absorption among two categories: refill/redevelopment demand (jobs added into existing buildings); and vacant land demand (jobs requiring building expansions or new buildings on vacant or part-vacant lands).
5. Applying a net-to-gross land area factor of 1.25 to account for public roadways and utilities required to serve new development on vacant and part-vacant lands.

Employment density assumptions for forecasting land needs are illustrated in **Exhibit 21** and detailed calculations are provided in **Appendix D**.

**Refill/Redevelopment and Work at Home Assumptions**

To keep employment land needs forecasts conservative, the vacant land need factors out work-at-home assumptions and includes separate calculations for building refill/redevelopment assumptions. People that work at home and jobs added within existing buildings through infill/redevelopment would not require any vacant land.

This analysis assumes that the amount of building refill that is expected to occur in existing buildings reduces net new development requirements by 15,000 to 24,000 SF of floor area for commercial buildings; and 3,000 to 4,000 SF for government buildings (detailed calculations shown in **Appendix D**).

**Mixed Use Development Assumptions**

The analysis of employment land needs assumes that all buildable mixed use land zoned land in Canby is developed with 1 ground floor level of commercial and housing above. In other words, this analysis assumes that each vacant or part-vacant tax lot that is zoned for commercial or service

related employment growth (e.g., future retail or office uses) will be developed as mixed use with commercial on the ground level and upper-level housing.

As such, the Canby buildable land inventory includes the vacant and part-vacant mixed-use zoned tax lots in both the employment land and residential land inventory counts.

**Exhibit 21: Employment Land Needs Forecast, Canby UGB**

	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse/ Dist.	Retail/ Service
Refill Job Allocation <sup>1</sup>	5%	20%	0%	0%	0%	5%
Jobs Needing Vacant Land Allocation <sup>2</sup>	83%	80%	90%	95%	100%	95%
Building SF Per Job <sup>2</sup>	250	750	550	1,000	1,500	500
Floor-Area-Ratio <sup>2</sup>	0.35	0.20	0.25	0.25	0.20	0.35
Public Facility Net:Gross Adjustment <sup>3</sup>	1.25	1.25	1.25	1.25	1.25	1.25
Work at Home Adjustment <sup>4</sup>	12%	0%	10%	5%	0%	0%

\* assumptions are intended to reflect a long-term average and current local observations.

1/ Adjusts for building refill & vacancy allowances.

2/ Building density consistent with local observations.

3/ Allowances take into account land dedicated to public/utility easements.

4/ Allowance based on local business license data; and is generally consistent with statistics by Oregon Emp. Dept.

Source: assumptions reflect local observations.

The assumptions used for estimating higher utilization of jobs within existing buildings (refill) and work-at-home allowances, which result in an adjusted (lower) number of total jobs that are projected to require vacant land than would otherwise occur. As shown in **Exhibit 22**, the Canby EOA assumes that approximately 12% of future jobs would not require development of vacant land as a result of potential building refill and work-at-home assumptions, and planned occupancy of new buildings that were currently under construction as of January 1, 2023.

The forecasted number of jobs that would require vacant land ranges from: 2,852 (low growth scenario); 5,963 (medium growth scenario); and 6,640 (high growth scenario).

**Exhibit 22: Canby Jobs Requiring Vacant Land**

	Low	Medium	High
Industrial	2,238	5,632	5,932
Retail	182	204	243
Services	829	914	1,374
Government & Education	20	27	27
<b>Total Job Growth</b>	<b>3,270</b>	<b>6,778</b>	<b>7,576</b>
<b>Proj. Jobs not requiring vacant land*</b>	<b>418</b>	<b>815</b>	<b>936</b>
<b>Proj. Jobs on Vacant Land</b>	<b>2,852</b>	<b>5,963</b>	<b>6,640</b>

\* reflects jobs accommodated through refill in existing buildings and home-based workers.

**Vacant Land Needs**

The resulting employment land needs for the Canby UGB range from 265 acres (low growth scenario), 626 acres (medium growth scenario), and 672 acres (high growth scenario) of gross buildable (unconstrained land area). As shown in **Exhibit 23**, the employment land needs by general

land use type range from 244 to 638 acres for industrial (includes land zoned CM, LI or HI); 20.5 to 33.9 acres for commercial (land zoned CD, HC or Mixed Use). These land demand forecasts assume 2 acres of land will be required for civic uses such as police and fire stations (excludes parks and schools).

**Exhibit 23: Employment Land Needs Forecast, Canby UGB**

Land Use Classification	Land Need (Demand)*		
	Low	Medium	High
Commercial (DC, HC)	20.5	24.7	33.9
Industrial/Other Emp. (CM, LI, HI)*	244.4	601.5	637.8
<b>Total Buildable Land (gross acres)</b>	<b>264.9</b>	<b>626.2</b>	<b>671.6</b>

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

Excluding public/education, the current overall employment density within Canby is estimated at 14.3 jobs per net buildable acre on developed land zoned for employment uses.

Based on the employment job growth and related land need forecast, the overall employment density within Canby will increase over time. Again, after excluding public/education, the future level of employment density for net new job growth over the next 20 years is estimated to range from 14.4 to 15 jobs per net buildable acre in the medium to higher growth scenarios.<sup>1</sup>

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<sup>1</sup> Analysis of existing conditions assumes 7,576 private jobs on 527 developed acres zoned for commercial and industrial development in Canby (equates to 14.3 jobs per net acre). Future growth estimates for medium and high growth scenarios assume 6,751 to 7,522 private jobs are added over the next 20 years, requiring 468 to 503 net buildable acres (excludes public facilities) which equates to 14.4 to 15.0 jobs per net acre.

# Section V. BUILDABLE LAND INVENTORY & SITE SUITABILITY ANALYSIS

The BLI findings for the Canby UGB were documented by 3J Consulting and updated as of October 21, 2022. The BLI findings reflect all vacant and part-vacant land within the Canby UGB that has not yet been developed nor has been issued a building permit as of January 1, 2023.

The BLI findings reflect current zoning categories that allow employment uses. This includes land that is with Comprehensive Plan designations as follows: Downtown Commercial, Commercial/Manufacturing, Highway Commercial, Heavy Industrial and Light Industrial. As shown in **Exhibit 24** (with supporting BLI methodology provided in **Appendix E**), the total remaining BLI includes 179 acres of unconstrained land area within vacant, part vacant and redevelopment lots. The light and heavy industrial land is spread over 48 separate tax lots, and commercial land is spread over 24 separate tax lots.

**Exhibit 24: Vacant, Part Vacant and Redevelopable Employment Land, Canby UGB**

Comprehensive Plan Category	Developed					Total
	Land	Permitted	Pipeline	Buildable*	Constrained**	
DC - Downtown Commercial	35	0	0	1	0	36
CM - Commercial/Manufacturing	67	0	1	7	0	76
HC - Highway Commercial	67	0	0	12	2	82
HI - Heavy Industrial	67	0	0	26	1	94
LI - Light Industrial	282	14	80	51	1	428
<b>Total</b>	<b>519</b>	<b>14</b>	<b>82</b>	<b>97</b>	<b>5</b>	<b>716</b>

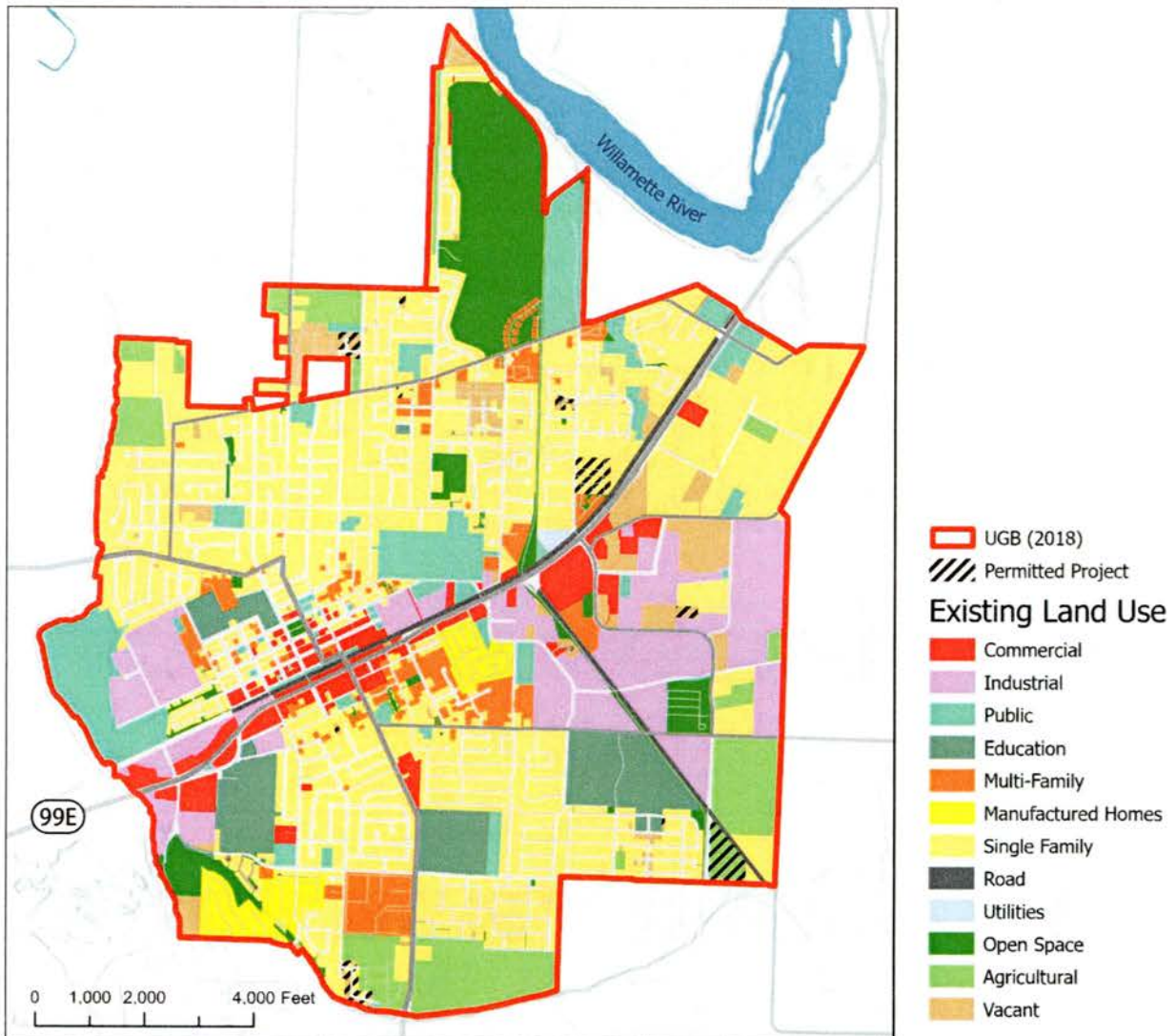
Comprehensive Plan Category	Developed Land*	Buildable Vacant	Constrained Vacant	Buildable Part		Total
				Vacant	Redevelopment	
RC - Residential Commercial	14	0	0	5	0	6
DC - Downtown Commercial	35	1	0	0	0	1
CM - Commercial/Manufacturing	67	6	0	3	0	8
HC - Highway Commercial	67	10	2	0	2	9
HI - Heavy Industrial	67	16	1	9	0	24
LI - Light Industrial	296	96	1	26	9	131
<b>Total</b>	<b>547</b>	<b>129</b>	<b>5</b>	<b>43</b>	<b>12</b>	<b>179</b>

Source: Canby Buildable Land Inventory; 3J Consulting, March 2023.

As shown in **Exhibits 25 and 26**, most of the remaining vacant commercial tax lots are located along Highway 99E and in downtown.

The majority of the remaining commercial land supply is concentrated in tax lots that have less than 5 acres of unconstrained land area. The commercial inventory includes 5 tax lots with 1-5 acres each, and 19 tax lots within less than 1 acre of buildable land area. Approximately 83% of the commercial land area is classified as vacant and the remainder is classified as redevelopable.

Exhibit 25: Canby UGB Existing Land Use



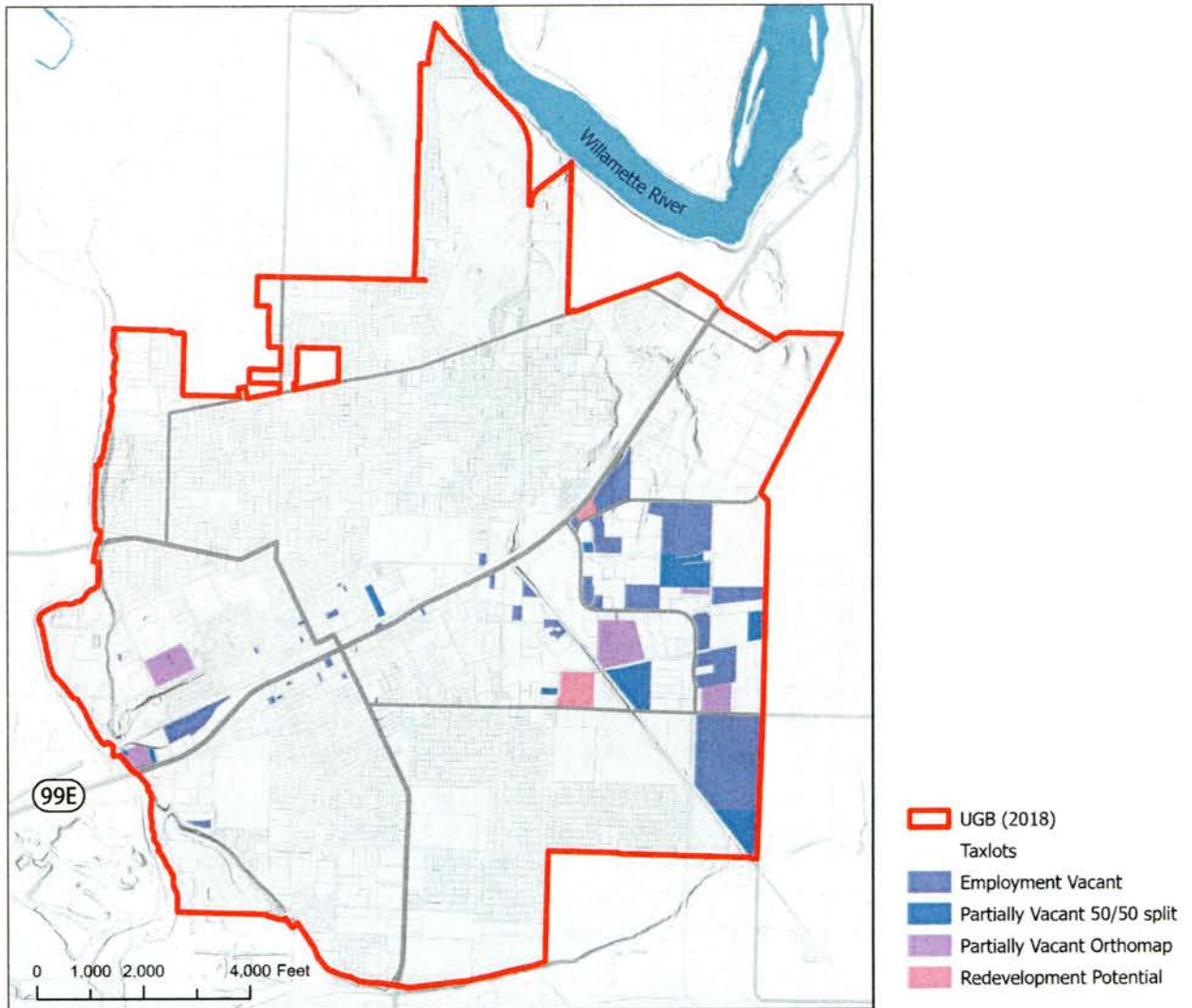
Source: Canby GIS analysis by 3J Consulting, April 2023.

Most of the remaining industrial land inventory is concentrated in the Pioneer Business Park. There are also a few vacant industrial tax lots located north of Highway 99E.

At present there are three (3) remaining vacant industrial tax lot with over 10 acres each of unconstrained land area; and eight (8) tax lots each with between 5 and 10 acres of land area. There are an additional 11 tax lots each with 1 to 5 acres of land area; and 26 tax lots with under 1 acre of land area.

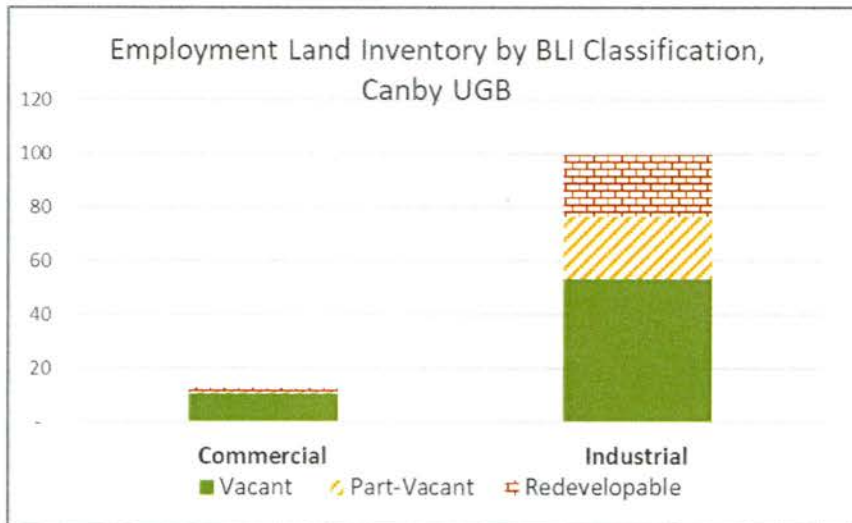
Approximately half of the remaining industrial land inventory is classified as vacant and unconstrained; 25% is classified as part-vacant; and 25% is classified as redevelopable (see **Exhibit 26**).

Exhibit 26: Canby UGB Buildable Employment Land Inventory



Source: Canby GIS analysis by 3J Consulting, April 2023.

Exhibit 27: Buildable Land by Classification



## SITE SUITABILITY ANALYSIS

The site suitability analysis compares the remaining buildable land inventory to the projected employment land needs based on market factors detailed above.

As part of the EOA update, it has been determined that all remaining buildable employment lands within the Canby UGB can reasonably be served by planned investments in public and private facilities and services, such as roads, water, sewer, storm, power and telecommunications.

The commercial land use demand is derived from retail, service and office jobs that require new floor area on buildable land zoned CD or HC. The industrial land use demand forecast will be derived from jobs in manufacturing, construction, wholesale trade, transportation, distribution and utilities sectors on land zoned CM, LI or HI).

Exhibit 28: Canby Employment Land Need Forecast

### Canby UGB Employment Land Needs (gross buildable unconstrained acres)

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

\* Includes projects in the development pipeline that have no building permit issued as of Jan. 1, 2023.

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

Site location, size and infrastructure requirements are important factors to consider when addressing the employment land needs. **Exhibit 29** identifies most likely site requirements under the middle and high employment growth scenarios.



**Exhibit 29: Employment Site Requirements, Middle and High Growth Scenarios**

	Very Small Users	Small Users	Medium Users	Large Users	Total
<i>Assumed Jobs On Site (annual average)</i>	<i>Less than 9</i>	<i>10 to 25</i>	<i>26 to 99</i>	<i>100 to 200+</i>	
<i>Proj. Avg. Jobs per Establishment</i>	<i>7 jobs</i>	<i>15 jobs</i>	<i>80 jobs</i>	<i>185 jobs</i>	
<i>Proj. Distribution of Job Growth Capture</i>	<i>24%</i>	<i>21%</i>	<i>27%</i>	<i>28%</i>	<i>100%</i>
<i>Proj. Jobs on Vacant Land: Middle Scenario</i>	<i>1,431 jobs</i>	<i>1,252 jobs</i>	<i>1,610 jobs</i>	<i>1,670 jobs</i>	<i>5,963 jobs</i>
<i>Proj. Jobs on Vacant Land: High Scenario</i>	<i>1,594 jobs</i>	<i>1,394 jobs</i>	<i>1,793 jobs</i>	<i>1,859 jobs</i>	<i>6,640 jobs</i>
<i>Avg. Site Size per Estab. (net acres)</i>	<i>0.25</i>	<i>1.75</i>	<i>8</i>	<i>15</i>	
<i>Proj. Vacant Land: Middle Scenario (acres)</i>	<i>51.1</i>	<i>146.1</i>	<i>161.0</i>	<i>135.4</i>	<i>494</i>
<i>Proj. Vacant Land: High Scenario</i>	<i>56.9</i>	<i>162.7</i>	<i>179.3</i>	<i>150.7</i>	<i>550</i>
<i>Proj. Distribution of Land Needs</i>	<i>20%</i>	<i>20%</i>	<i>35%</i>	<i>25%</i>	<i>100%</i>
<i>Total Sites Needed: Middle Scenario (sites)</i>	<i>204</i>	<i>83</i>	<i>20</i>	<i>9</i>	<i>317</i>
<i>Total Sites Needed: High Scenario (sites)</i>	<i>228</i>	<i>93</i>	<i>22</i>	<i>10</i>	<i>353</i>
<i>Industrial Capture (sites)</i>	<i>10%</i>	<i>90%</i>	<i>95%</i>	<i>95%</i>	
<i>Industrial Sites Needed: Middle Scenario</i>	<i>20</i>	<i>75</i>	<i>19</i>	<i>9</i>	<i>123</i>
<i>Industrial Sites Needed: High Scenario</i>	<i>23</i>	<i>84</i>	<i>21</i>	<i>10</i>	<i>137</i>
<i>Commercial Capture (sites)</i>	<i>90%</i>	<i>10%</i>	<i>5%</i>	<i>5%</i>	
<i>Commercial Sites Needed: Middle Scenario</i>	<i>184</i>	<i>8</i>	<i>1</i>	<i>0</i>	<i>194</i>
<i>Commercial Sites Needed: High Scenario</i>	<i>205</i>	<i>9</i>	<i>1</i>	<i>1</i>	<i>216</i>

**Commercial and Office Land Need Requirements**

With a long-term land demand forecast of 22 to 35 acres for commercial retail and office land needs (middle and high growth scenarios) and with a buildable land supply of 17 acres of commercial zoned land inside the existing UGB, Canby should explore new strategies to plan and annex appropriate locations for office and retail development.

Canby’s short-term buildable land supply should be adequate in meeting market demand over the next 12 months. However, over the long-term, the City may need approximately 5 to 18 acres of additional land area for commercial and office development.

Possible long-term strategies include completing master planning on adjacent planning areas, such as the Area J planning area for a combination of office, commercial and housing development. A portion of the Area J planning area will be needed to address Canby’s long-term employment land need.

In light of the fact that the remaining land supply within the City is primarily comprised of smaller tax lots (only 5 vacant commercial tax lots exist with over 1 acre in size), the City should explore strategies that support “special site” preferences for strategic uses, such as a new neighborhood shopping center, lifestyle center, hotel(s), and a medical/health campus that typically require sites ranging from 4-8 acres in size.

A forecast of site needs for commercial-zoned land in Canby is provided in **Exhibit 30**.

**Exhibit 30: Commercial Site Requirements, Middle and High Growth Scenarios**

Commercial	Very Small Users	Small Users	Medium Users	Large Users	Total
<i>Jobs on Site (average)</i>	7 jobs	15 jobs	80 jobs	185 jobs	
<i>Range in Site Size (net buildable acres)</i>	Less than 1.0	1 to 3	3 to 10	11 to 20	
<i>Avg. Site Size (net buildable acres)</i>	0.25	1.75	8	15	
<b>Land Supply (Sites or Tax Lots)</b>	<b>19</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>24</b>
<b>Total Land Demand (Sites or Tax Lots)</b>					
Middle Growth Forecast Scenario	184	8	1	0	194
High Growth Forecast Scenario	205	9	1	1	216
<b>Difference: Site Surplus or (Shortfall)*</b>					
Middle Growth Forecast Scenario (sites/tax lots)	(179)	(3)	(1)	(0)	
High Growth Forecast Scenario (sites/tax lots)	(200)	(4)	(1)	(1)	
<b>Total Building Floor Area Needed</b>					
Middle Growth Forecast Scenario	- 451,000 SF -	44,000 SF -	28,000 SF -	29,000 SF -	552,000 SF
High Growth Forecast Scenario	- 502,000 SF -	49,000 SF -	31,000 SF -	33,000 SF -	615,000 SF

\* Number of sites reflects 20-year demand by individual establishments or tenants.

**Industrial and Other Land Need Requirements**

The Canby EOA indicates that the total long-term demand for industrial and other employment uses is expected to range from 265 to 672 acres of gross buildable land area. While the City appears to have an adequate short-term industrial/other land supply to meet demand, the long-term needs under all growth forecast scenarios would require the City to consider designating some land within the current UGB for employment and/or evaluating additional reserves for UGB expansion.

It is recommended that the EOA policies consider whether special site requirements are needed over the long-term that would require additional land area to be annexed in locations to accommodate large industrial uses that cannot be located on existing or planned industrial areas. A forecast of site needs for commercial-zoned land in Canby is provided in **Exhibit 31**.

**Exhibit 31: Industrial Site Requirements, Middle and High Growth Scenarios**

Industrial	Very Small Users	Small Users	Medium Users	Large Users	Total
<i>Jobs on Site (average)</i>	7 jobs	15 jobs	80 jobs	185 jobs	
<i>Range in Site Size (buildable acres)</i>	Less than 1.0	1 to 3	3 to 10	11 to 20	
<i>Avg. Site Size (net buildable acres)</i>	0.25	1.75	8	15	
<b>Land Supply (Sites or Tax Lots)</b>	<b>26</b>	<b>11</b>	<b>8</b>	<b>3</b>	<b>48</b>
<b>Land Demand (Sites or Tax Lots)</b>					
Middle Growth Forecast Scenario	20	75	19	9	123
High Growth Forecast Scenario	23	84	21	10	137
<b>Difference: Site Surplus or (Shortfall)*</b>					
Middle Growth Forecast Scenario (sites/tax lots)	6	(64)	(11)	(6)	
High Growth Forecast Scenario (sites/tax lots)	3	(73)	(13)	(7)	

\* Number of sites reflects 20-year demand by individual establishments or tenants.

## Section VI. COMMUNITY

# ECONOMIC DEVELOPMENT OBJECTIVES

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As part of this EOA planning process, the City and consultant team conducted a communitywide survey, community and business stakeholder interviews and public meetings and a City Council work session. Three separate meetings were conducted with the Canby EOA project advisory committee to obtain input and feedback on interim work products. This outreach resulted in input from a wide range of perspectives—community residents, local businesses, workforce training specialists, and policy officials.

A summary of community feedback is included in **Appendix B**.

Going forward it is recommended that a new Economic Development Mission be adopted along with current aspirations to build a stronger local economy for all residents, employers, and employees. The following statements will be subject to community review and refinement during the EOA adoption process, and subsequently incorporated into a new Comprehensive Plan for Canby during 2023.

### Community Development Mission Statement

*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.<sup>2</sup> 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.*

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<sup>2</sup> Quality jobs are hereby defined to include businesses that pay annual wages that are above the Clackamas County average with health benefits provided to their workers.

## Community Development Objectives

- 1. Enhance Canby's positive business environment with adequate commercial, industrial and mixed-use sites to address future growth opportunities.**
  - Develop local plans to support the “medium growth scenario” as described in the Canby EOA.
  - Foster a positive business environment and permitting process.
- 2. Plan for Industrial expansion areas east and north of Mulino Rd.**
  - Plan for Industrial Expansion Areas adjacent to the industrial park. Adjust UGB and modify boundary of the Pioneer Business Park as part of a UGB expansion alternatives analysis.
  - Identify and construct transportation and infrastructure improvements that serve Business Park expansion.
- 3. Retain and attract businesses that provide quality jobs with high levels of employment per acre**
  - Consider methods to advance public financing and funding for off-site infrastructure improvements needed to support business expansion for businesses that provide at least 8 jobs per acre.
- 4. Provide incentives for targeted job creation and major private investment**
  - Support reasonable business incentive programs, offered by Business Oregon such as the Strategic Investment Program that provides limited tax abatement for major private investments.
  - Sponsor annual business summit meetings and events held by the Canby Chamber of Commerce.
- 5. Support expansion in health services**
  - Work with local and regional health care providers to ensure that additional outpatient treatment facilities are available as the local population expands.
- 6. Support workforce training and development**
  - Work with the Clackamas Workforce Partnership to connect workforce training opportunities and programs with local community residents and businesses.
- 7. Expand opportunities for the development of workforce housing**
  - Update Canby's Housing Needs Analysis and conduct a Housing Production Strategy during 2023.

- 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.

#### 8. Expand lodging options

- Identify potential locations for a future hotel along Highway 99W.
- Help facilitate partnerships between landowners and hotel operators.

#### 9. Fund roads and infrastructure using innovative techniques

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

#### 10. Support arts & visitation, including agri- and bicycle-tourism

- Implement master plan projects that include trails, pathways, parks, river access, and camping/RV facilities.
- Work with community partners, such as the Canby Parks and Recreation Advisory Board and the Canby School District and other organizations to explore feasibility for a new sports complex.
- Evaluate feasibility for a new amphitheater.
- Expand funding resources and attract state grants.

#### 11. Attract downtown redevelopment with integrated mixed-use buildings

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

#### 12. Update design standards and provide incentives for building renovations

- Implement effective design standards in core area and along Highway 99W.
- Create development codes which promote attractive highway commercial development servicing the needs of the community.
- Use the anticipated comprehensive plan and transportation system plan to establish goals to be used in creating future development code standards that will promote business consistent with design standards.

### 13. Think Regional and Act Local

- Support, monitor and participate in local and regional economic development organization activities that help Canby define its role within the larger region. Examples include Canby Chamber of Commerce, Clackamas County Economic Development Commission, and Greater Portland Inc.
- 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.

## APPENDIX A: GOAL 9 OREGON ADMINISTRATIVE RULES

### **(OAR 660-009-000)**

#### 660-009-0000

##### Intent and Purpose

The intent of the Land Conservation and Development Commission is to provide an adequate land supply for economic development and employment growth in Oregon. The intent of this division is to link planning for an adequate land supply to infrastructure planning, community involvement and coordination among local governments and the state. The purpose of this division is to implement Goal 9, Economy of the State (OAR 660-015-0000(9)), and ORS 197.712(2)(a) to (d). This division responds to legislative direction to assure that comprehensive plans and land use regulations are updated to provide adequate opportunities for a variety of economic activities throughout the state (ORS 197.712(1)) and to assure that comprehensive plans are based on information about state and national economic trends (ORS 197.717(2)).

Statutory/Other Authority: ORS 183 & 197

Statutes/Other Implemented: ORS 197.712

##### History:

LCDD 7-2005, f. 12-13-05, cert. ef. 1-1-07

LCDC 4-1986, f. & ef. 10-10-86

#### 660-009-0005

##### Definitions

For purposes of this division, the definitions in ORS chapter 197 and the statewide planning goals apply, unless the context requires otherwise. In addition, the following definitions apply:

- (1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.
- (2) "Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.
- (3) "Industrial Use" means employment activities generating income from the production, handling or distribution of goods. Industrial uses include, but are not limited to: manufacturing; assembly; fabrication; processing; storage; logistics; warehousing; importation; distribution and transshipment; and research and development. Industrial uses may have unique land, infrastructure, energy, and transportation requirements. Industrial uses may have external impacts on surrounding uses and may cluster in traditional or new industrial areas where they are segregated from other non-industrial activities.
- (4) "Locational Factors" means market factors that affect where a particular type of industrial or other employment use will locate. Locational factors include, but are not limited to, proximity to raw materials, supplies, labor, services, markets, or educational institutions; access to transportation and freight facilities such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes; and workforce factors (e.g., skill level, education, age distribution).
- (5) "Metropolitan Planning Organization (MPO)" means an organization designated by the Governor to coordinate transportation planning on urban land of the state including such designations made subsequent to the adoption of this division. The Longview-Kelso-Rainier MPO is not considered an MPO for the purposes of this division. Cities with less than 2,500 population are not considered part of an MPO for purposes of this division.

- (6) "Other Employment Use" means all non-industrial employment activities including the widest range of retail, wholesale, service, non-profit, business headquarters, administrative and governmental employment activities that are accommodated in retail, office and flexible building types. Other employment uses also include employment activities of an entity or organization that serves the medical, educational, social service, recreation and security needs of the community typically in large buildings or multi-building campuses.
- (7) "Planning Area" means the area within an existing or proposed urban growth boundary. Cities and counties with urban growth management agreements must address the urban land governed by their respective plans as specified in the urban growth management agreement for the affected area.
- (8) "Prime Industrial Land" means land suited for traded-sector industries as well as other industrial uses providing support to traded-sector industries. Prime industrial lands possess site characteristics that are difficult or impossible to replicate in the planning area or region. Prime industrial lands have necessary access to transportation and freight infrastructure, including, but not limited to, rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes. Traded-sector has the meaning provided in ORS 285B.280.
- (9) "Serviceable" means the city or county has determined that public facilities and transportation facilities, as defined by OAR 660, divisions 011 and 012, currently have adequate capacity for development planned in the service area where the site is located or can be upgraded to have adequate capacity within the 20-year planning period.
- (10) "Short-term Supply of Land" means suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for the short-term supply of land. Funding availability is not required. "Competitive Short-term Supply" means the short-term supply of land provides a range of site sizes and locations to accommodate the market needs of a variety of industrial and other employment uses.
- (11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.
- (12) "Suitable" means serviceable land designated for industrial or other employment use that provides, or can be expected to provide the appropriate site characteristics for the proposed use.
- (13) "Total Land Supply" means the supply of land estimated to be adequate to accommodate industrial and other employment uses for a 20-year planning period. Total land supply includes the short-term supply of land as well as the remaining supply of lands considered suitable and serviceable for the industrial or other employment uses identified in a comprehensive plan. Total land supply includes both vacant and developed land.
- (14) "Vacant Land" means a lot or parcel:
- (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or
  - (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.

Statutory/Other Authority: ORS 183 & 197

Statutes/Other Implemented: ORS 197.712

History:

LCDD 7-2005, f. 12-13-05, cert. ef. 1-1-07

LCDC 4-1986, f. & ef. 10-10-86



660-009-0010

Application

(1) This division applies to comprehensive plans for areas within urban growth boundaries. This division does not require or restrict planning for industrial and other employment uses outside urban growth boundaries. Cities and counties subject to this division must adopt plan and ordinance amendments necessary to comply with this division.

(2) Comprehensive plans and land use regulations must be reviewed and amended as necessary to comply with this division as amended at the time of each periodic review of the plan pursuant to ORS 197.712(3). Jurisdictions that have received a periodic review notice from the Department (pursuant to OAR 660-025-0050) prior to the effective date of amendments to this division must comply with such amendments at their next periodic review unless otherwise directed by the Commission.

(3) Cities and counties may rely on their existing plans to meet the requirements of this division if they conclude:

(a) There are not significant changes in economic development opportunities (e.g., a need for sites not presently provided for in the plan) based on a review of new information about national, state, regional, county and local trends; and

(b) That existing inventories, policies, and implementing measures meet the requirements in OAR 660-009-0015 to 660-009-0030.

(4) For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or an other employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:

(a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or

(b) Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or

(c) Adopt a combination of the above, consistent with the requirements of this division.

(5) The effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending upon the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A jurisdiction's planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of this division.

(6) The amendments to this division are effective January 1, 2007. A city or county may voluntarily follow adopted amendments to this division prior to the effective date of the adopted amendments.

Statutory/Other Authority: ORS 183 & 197

Statutes/Other Implemented: ORS 197.712

History:

LCDD 7-2005, f. 12-13-05, cert. ef. 1-1-07

LCDD 4-2001, f. & cert. ef. 10-2-01

LCDC 4-1986, f. & ef. 10-10-86

660-009-0015

Economic Opportunities Analysis

Cities and counties must review and, as necessary, amend their comprehensive plans to provide economic opportunities analyses containing the information described in sections (1) to (4) of this rule. This analysis will compare the demand for land for industrial and other employment uses to the existing supply of such land.

(1) Review of National, State, Regional, County and Local Trends. The economic opportunities analysis must identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends. This review of trends is the principal basis for estimating future industrial and other employment uses as described in section (4) of this rule. A use or category of use could reasonably be expected to expand or locate in the planning area if the area possesses the appropriate locational factors for the use or category of use. Cities and counties are strongly encouraged to analyze trends and establish employment projections in a geographic area larger than the planning area and to determine the percentage of employment growth reasonably expected to be captured for the planning area based on the assessment of community economic development potential pursuant to section (4) of this rule.

(2) Identification of Required Site Types. The economic opportunities analysis must identify the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses. Cities and counties are encouraged to examine existing firms in the planning area to identify the types of sites that may be needed for expansion. Industrial or other employment uses with compatible site characteristics may be grouped together into common site categories.

(3) Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use.

(a) For sites inventoried under this section, plans must provide the following information:

(A) The description, including site characteristics, of vacant or developed sites within each plan or zoning district;

(B) A description of any development constraints or infrastructure needs that affect the buildable area of sites in the inventory; and

(C) For cities and counties within a Metropolitan Planning Organization, the inventory must also include the approximate total acreage and percentage of sites within each plan or zoning district that comprise the short-term supply of land.

(b) When comparing current land supply to the projected demand, cities and counties may inventory contiguous lots or parcels together that are within a discrete plan or zoning district.

(c) Cities and counties that adopt objectives or policies providing for prime industrial land pursuant to OAR 660-009-0020(6) and 660-009-0025(8) must identify and inventory any vacant or developed prime industrial land according to section (3)(a) of this rule.

(4) Assessment of Community Economic Development Potential. The economic opportunities analysis must estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. The estimate must be based on information generated in response to sections (1) to (3) of this rule and must consider the planning area's economic advantages and disadvantages. Relevant economic advantages and disadvantages to be considered may include but are not limited to:

(a) Location, size and buying power of markets;

(b) Availability of transportation facilities for access and freight mobility;

(c) Public facilities and public services;

(d) Labor market factors;

- (e) Access to suppliers and utilities;
- (f) Necessary support services;
- (g) Limits on development due to federal and state environmental protection laws; and
- (h) Educational and technical training programs.

(5) Cities and counties are strongly encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies. Cities and counties are strongly encouraged to use the assessment of community economic development potential to form the community economic development objectives pursuant to OAR 660-009-0020(1)(a).

Statutory/Other Authority: ORS 183 & 197

Statutes/Other Implemented: ORS 197.712

History:

LCDD 7-2005, f. 12-13-05, cert. ef. 1-1-07

LCDC 4-1986, f. & ef. 10-10-86

#### 660-009-0020

#### Industrial and Other Employment Development Policies

(1) Comprehensive plans subject to this division must include policies stating the economic development objectives for the planning area. These policies must be based on the community economic opportunities analysis prepared pursuant to OAR 660-009-0015 and must provide the following:

(a) Community Economic Development Objectives. The plan must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Policy objectives may identify the level of short-term supply of land the planning area needs. Cities and counties are strongly encouraged to select a competitive short-term supply of land as a policy objective.

(b) Commitment to Provide a Competitive Short-Term Supply. Cities and counties within a Metropolitan Planning Organization must adopt a policy stating that a competitive short-term supply of land as a community economic development objective for the industrial and other employment uses selected through the economic opportunities analysis pursuant to OAR 660-009-0015.

(c) Commitment to Provide Adequate Sites and Facilities. The plan must include policies committing the city or county to designate an adequate number of sites of suitable sizes, types and locations. The plan must also include policies, through public facilities planning and transportation system planning, to provide necessary public facilities and transportation facilities for the planning area.

(2) Plans for cities and counties within a Metropolitan Planning Organization or that adopt policies relating to the short-term supply of land, must include detailed strategies for preparing the total land supply for development and for replacing the short-term supply of land as it is developed. These policies must describe dates, events or both, that trigger local review of the short-term supply of land.

(3) Plans may include policies to maintain existing categories or levels of industrial and other employment uses including maintaining downtowns or central business districts.

(4) Plan policies may emphasize the expansion of and increased productivity from existing industries and firms as a means to facilitate local economic development.

(5) Cities and counties are strongly encouraged to adopt plan policies that include brownfield redevelopment strategies for retaining land in industrial use and for qualifying them as part of the local short-term supply of land.

- (6) Cities and counties are strongly encouraged to adopt plan policies pertaining to prime industrial land pursuant to OAR 660-009-0025(8).
- (7) Cities and counties are strongly encouraged to adopt plan policies that include additional approaches to implement this division including, but not limited to:
- (a) Tax incentives and disincentives;
  - (b) Land use controls and ordinances;
  - (c) Preferential tax assessments;
  - (d) Capital improvement programming;
  - (e) Property acquisition techniques;
  - (f) Public/private partnerships; and
  - (g) Intergovernmental agreements.

Statutory/Other Authority: ORS 183 & 197

Statutes/Other Implemented: ORS 197.712

History:

LCDD 7-2005, f. 12-13-05, cert. ef. 1-1-07

LCDC 4-1986, f. & ef. 10-10-86

#### 660-009-0025

#### Designation of Lands for Industrial and Other Employment Uses

Cities and counties must adopt measures adequate to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementing measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans.

- (1) Identification of Needed Sites. The plan must identify the approximate number, acreage and site characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies. Plans do not need to provide a different type of site for each industrial or other employment use. Compatible uses with similar site characteristics may be combined into broad site categories. Several broad site categories will provide for industrial and other employment uses likely to occur in most planning areas. Cities and counties may also designate mixed-use zones to meet multiple needs in a given location.
- (2) Total Land Supply. Plans must designate serviceable land suitable to meet the site needs identified in section (1) of this rule. Except as provided for in section (5) of this rule, the total acreage of land designated must at least equal the total projected land needs for each industrial or other employment use category identified in the plan during the 20-year planning period.
- (3) Short-Term Supply of Land. Plans for cities and counties within a Metropolitan Planning Organization or cities and counties that adopt policies relating to the short-term supply of land must designate suitable land to respond to economic development opportunities as they arise. Cities and counties may maintain the short-term supply of land according to the strategies adopted pursuant to OAR 660-009-0020(2).
- (a) Except as provided for in subsections (b) and (c), cities and counties subject to this section must provide at least 25 percent of the total land supply within the urban growth boundary designated for industrial and other employment uses as short-term supply.
  - (b) Affected cities and counties that are unable to achieve the target in subsection (a) above may set an alternative target based on their economic opportunities analysis.

(c) A planning area with 10 percent or more of the total land supply enrolled in Oregon's industrial site certification program pursuant to ORS 284.565 satisfies the requirements of this section.

(4) If cities and counties are required to prepare a public facility plan or transportation system plan by OAR chapter 660, division 011 or division 012, the city or county must complete subsections (a) to (c) of this section at the time of periodic review. Requirements of this rule apply only to city and county decisions made at the time of periodic review. Subsequent implementation of or amendments to the comprehensive plan or the public facility plan that change the supply of serviceable land are not subject to the requirements of this section. Cities and counties must:

(a) Identify serviceable industrial and other employment sites. The affected city or county in consultation with the local service provider, if applicable, must make decisions about whether a site is serviceable. Cities and counties are encouraged to develop specific criteria for deciding whether or not a site is serviceable. Cities and counties are strongly encouraged to also consider whether or not extension of facilities is reasonably likely to occur considering the size and type of uses likely to occur and the cost or distance of facility extension;

(b) Estimate the amount of serviceable industrial and other employment land likely to be needed during the planning period for the public facilities plan. Appropriate techniques for estimating land needs include but are not limited to the following:

(A) Projections or forecasts based on development trends in the area over previous years; and

(B) Deriving a proportionate share of the anticipated 20-year need specified in the comprehensive plan.

(c) Review and, if necessary, amend the comprehensive plan and the public facilities plan to maintain a short-term supply of land. Amendments to implement this requirement include but are not limited to the following:

(A) Changes to the public facilities plan to add or reschedule projects to make more land serviceable;

(B) Amendments to the comprehensive plan that redesignate additional serviceable land for industrial or other employment use; and

(C) Reconsideration of the planning area's economic development objectives and amendment of plan objectives and policies based on public facility limitations.

(d) If a city or county is unable to meet the requirements of this section, it must identify the specific steps needed to provide expanded public facilities at the earliest possible time.

(5) Institutional Uses. Cities and counties are not required to designate institutional uses on privately owned land when implementing section (2) of this rule. Cities and counties may designate land in an industrial or other employment land category to compensate for any institutional land demand that is not designated under this section.

(6) Compatibility. Cities and counties are strongly encouraged to manage encroachment and intrusion of uses incompatible with industrial and other employment uses. Strategies for managing encroachment and intrusion of incompatible uses include, but are not limited to, transition areas around uses having negative impacts on surrounding areas, design criteria, district designation, and limiting non-essential uses within districts.

(7) Availability. Cities and counties may consider land availability when designating the short-term supply of land. Available land is vacant or developed land likely to be on the market for sale or lease at prices consistent with the local real estate market. Methods for determining lack of availability include, but are not limited to:

(a) Bona fide offers for purchase or purchase options in excess of real market value have been rejected in the last 24 months;

(b) A site is listed for sale at more than 150 percent of real market values;

(c) An owner has not made timely response to inquiries from local or state economic development officials; or

(d) Sites in an industrial or other employment land category lack diversity of ownership within a planning area when a single owner or entity controls more than 51 percent of those sites.

(8) Uses with Special Siting Characteristics. Cities and counties that adopt objectives or policies providing for uses with special site needs must adopt policies and land use regulations providing for those special site needs. Special site needs include, but are not limited to large acreage sites, special site configurations, direct access to transportation facilities, prime industrial lands, sensitivity to adjacent land uses, or coastal shoreland sites designated as suited for water-dependent use under Goal 17. Policies and land use regulations for these uses must:

(a) Identify sites suitable for the proposed use;

(b) Protect sites suitable for the proposed use by limiting land divisions and permissible uses and activities that interfere with development of the site for the intended use; and

(c) Where necessary, protect a site for the intended use by including measures that either prevent or appropriately restrict incompatible uses on adjacent and nearby lands.

Statutory/Other Authority: ORS 183 & 197

Statutes/Other Implemented: ORS 197.712

History:

LCDD 7-2005, f. 12-13-05, cert. ef. 1-1-07

LCDC 4-1986, f. & ef. 10-10-86

[660-009-0030](#)

Multi-Jurisdiction Coordination

(1) Cities and counties are strongly encouraged to coordinate when implementing OAR 660-009-0015 to 660-009-0025.

(2) Jurisdictions that coordinate under this rule may:

(a) Conduct a single coordinated economic opportunities analysis; and

(b) Designate lands among the coordinating jurisdictions in a mutually agreed proportion.

## APPENDIX B: COMMUNITY OUTREACH SUMMARY

The City of Canby has initiated a process to update its economic data and policies and identify tools to help encourage job growth.

The community outreach process entailed the following techniques:

- **EOA Advisory Committee Meetings:** three separate meetings were held between April 2022 and October 2022 to discuss key issues and opportunities; and to review interim findings and recommendations. The advisory committee included:
  - Kelly Reid and Leigh McIlvaine, Oregon Dept. of Land Conservation and Development
  - Cindy Moore, Economic Development Coordinator
  - Amy Oakley, Clackamas Workforce Partnership
  - Briana Correa, Todos Juntos, Inc.
  - Susan Myers, Developer Representative
  - Teresa Sasse, Puddin' River Chocolates
  - Brian Hodson, Canby Mayor
  - Jason Padden, Canby City Council

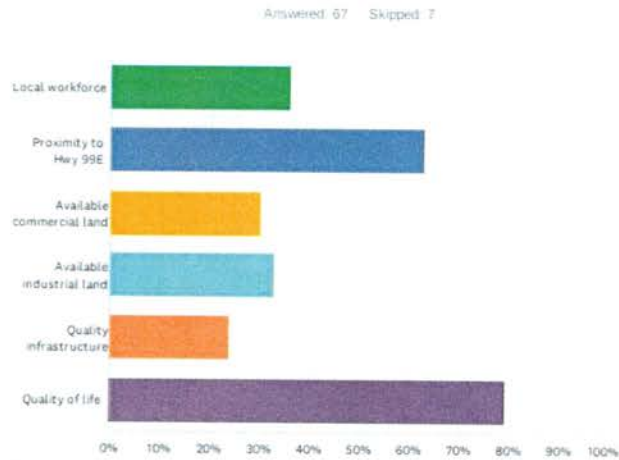
Input provided by the advisory committee served to address diverse local perspectives.

- **Joint City Council/Planning Commission Meeting.** This meeting was held in November 2022 to review and discuss draft findings and recommendations.
- **Stakeholder Interviews.** From April through October 2022, the consultant team interviewed key stakeholders such as local business owners, employers, and developers. Findings included:
  - Desire to provide additional light industrial and flex buildings.
  - Support for continued downtown development with adequate parking.
  - Support for a wide mix of employment sites for small, medium and large businesses.
  - Maintaining a positive business friendly environment with streamlined permitting for new business development.
  - Acknowledgement of the importance of adding attainable housing for people that work in Canby.
- **Community Survey.** An online survey was conducted during the Summer/Fall 2022. There were 70 responses to that survey, with responses summarized below.

## Businesses Like...

Q6 What are the top three advantages to doing business in Canby?

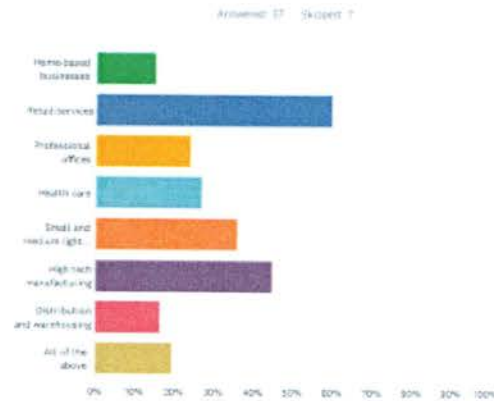
1. Quality of Life
2. Hwy 99E
3. Local workforce
4. Available sites



## Types of businesses or jobs needed...

1. Retail/services
2. High tech jobs
3. Small & medium light industrial (flexible buildings)
4. Health services
5. Prof. Offices
6. Lodging
7. Recreational amenities

Q7 What are the top three business and jobs you think Canby needs the most?

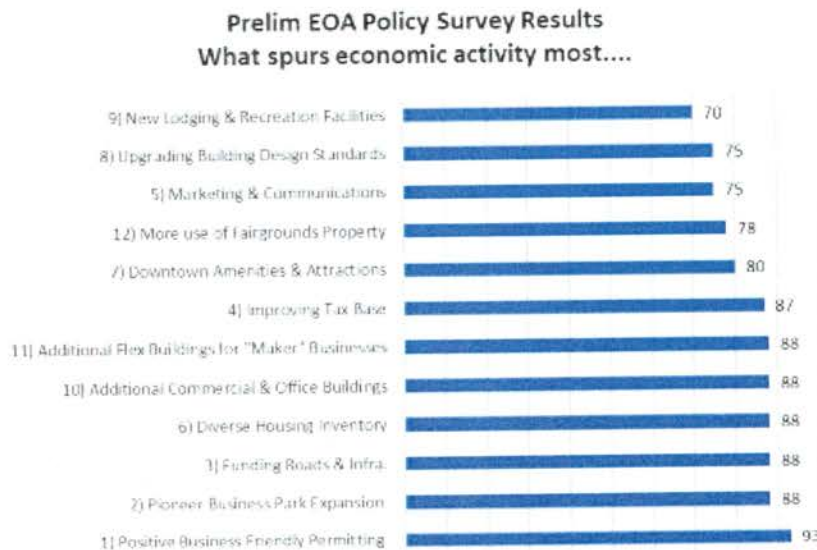




## Community dislikes...

1. Traffic congestion and anything that degrades quality of life
2. Lack of sidewalks & traffic control systems
3. Lack of attainable housing supply for workers
4. Lack of coordinated long term community master plan
5. Lack of quality design & landscaping standards
6. Warehousing & distribution businesses that pay low wages
7. Sprawl (low density development that is not pedestrian friendly)

## EOA Advisory Committee Priorities



*Objectives  
that will help  
promote local  
economic  
development*

**The input received during the EOA planning process was considered by the EOA Advisory Committee, City staff and City Council and utilized to help develop the recommended EOA goals, objectives, policies and actions identified in this document.**

## Appendix C. Regional Employment Growth Forecast

	2020	2030	Change	% Change
<b>Total employment</b>	<b>996,500</b>	<b>1,169,900</b>	<b>173,400</b>	<b>17%</b>
<b>Total payroll employment</b>	<b>937,000</b>	<b>1,105,400</b>	<b>168,400</b>	<b>18%</b>
Total private	825,000	981,600	156,600	19%
Natural resources and mining	10,200	10,900	700	7%
Mining and logging	600	600	0	0%
Construction	55,100	61,800	6,700	12%
Construction of buildings	15,800	17,700	1,900	12%
Residential building construction	8,200	9,500	1,300	16%
Nonresidential building construction	7,600	8,200	600	8%
Heavy and civil engineering construction	3,800	4,200	400	11%
Specialty trade contractors	35,500	39,900	4,400	12%
Manufacturing	99,100	109,400	10,300	10%
Durable goods	75,000	82,700	7,700	10%
Wood product manufacturing	2,100	2,100	0	0%
Primary metal manufacturing	4,500	5,100	600	13%
Fabricated metal product manufacturing	10,000	11,400	1,400	14%
Machinery manufacturing	7,900	9,000	1,100	14%
Computer and electronic product manufacturing	33,900	35,900	2,000	6%
Semiconductor and electronic component mfg.	28,000	29,700	1,700	6%
Electronic instrument manufacturing	4,200	4,700	500	12%
Transportation equipment manufacturing	5,800	6,900	1,100	19%
Nondurable goods	24,000	26,700	2,700	11%
Food manufacturing	10,800	12,300	1,500	14%
Paper manufacturing	1,700	1,700	0	0%
Trade, transportation, and utilities	177,700	200,100	22,400	13%
Wholesale trade	46,200	51,600	5,400	12%
Merchant wholesalers, durable goods	24,500	26,600	2,100	9%
Merchant wholesalers, nondurable goods	17,400	20,200	2,800	16%
Electronic markets and agents and brokers	4,300	4,800	500	12%
Retail trade	87,700	97,100	9,400	11%
Motor vehicle and parts dealers	10,600	12,400	1,800	17%
Building material and garden supply stores	6,900	7,400	500	7%
Food and beverage stores	19,000	20,700	1,700	9%
Clothing and clothing accessories stores	7,200	9,000	1,800	25%
Sporting goods, hobby, book and music stores	4,100	4,500	400	10%
General merchandise stores	16,900	17,500	600	4%
Transportation, warehousing, and utilities	43,700	51,400	7,700	18%
Transportation and warehousing	41,500	48,900	7,400	18%
Truck transportation	8,600	9,300	700	8%
Couriers and messengers	9,000	10,900	1,900	21%
Warehousing and storage	12,500	14,900	2,400	19%

**Source:** Oregon Employment Department, Workforce and Economics Research Division.

Contact: Amy Vander Vliet, Regional Economist, Amy.S.Vandervliet@employ.oregon.gov, (971) 804-2099

Oregon Employment Department, Workforce and Economic Research Division

	2020	2030	Change	% Change
<b>Total employment</b>	<b>996,500</b>	<b>1,169,900</b>	<b>173,400</b>	<b>17%</b>
<b>Total payroll employment</b>	<b>937,000</b>	<b>1,105,400</b>	<b>168,400</b>	<b>18%</b>
Total private	825,000	981,600	156,600	19%
Information	21,100	24,900	3,800	18%
Publishing industries, except Internet	10,100	11,500	1,400	14%
Software publishers	9,000	10,600	1,600	18%
Telecommunications	2,500	1,800	-700	-28%
Financial activities	61,600	66,700	5,100	8%
Finance and insurance	35,900	37,500	1,600	4%
Credit intermediation and related activities	15,300	15,900	600	4%
Insurance carriers and related activities	16,600	16,900	300	2%
Real estate and rental and leasing	25,700	29,200	3,500	14%
Real estate	23,000	26,000	3,000	13%
Professional and business services	155,400	186,300	30,900	20%
Professional and technical services	65,600	78,900	13,300	20%
Legal services	7,400	7,400	0	0%
Architectural and engineering services	12,600	14,700	2,100	17%
Computer systems design and related services	12,900	16,400	3,500	27%
Management of companies and enterprises	37,300	45,100	7,800	21%
Administrative and waste services	52,500	62,400	9,900	19%
Administrative and support services	49,800	59,000	9,200	18%
Employment services	21,700	26,900	5,200	24%
Business support services	5,500	5,200	-300	-5%
Services to buildings and dwellings	12,400	14,500	2,100	17%
Private educational and health services	140,000	168,600	28,600	20%
Private educational services	19,500	23,600	4,100	21%
Health care and social assistance	120,500	145,000	24,500	20%
Ambulatory health care services	43,700	54,200	10,500	24%
Hospitals	25,000	27,000	2,000	8%
Nursing and residential care facilities	22,700	27,000	4,300	19%
Social assistance	29,100	36,800	7,700	26%
Leisure and hospitality	72,400	113,100	40,700	56%
Arts, entertainment, and recreation	10,000	17,100	7,100	71%
Amusement, gambling, and recreation	6,800	12,000	5,200	76%
Accommodation and food services	62,500	95,900	33,400	53%
Accommodation	5,400	10,200	4,800	89%
Food services and drinking places	57,100	85,800	28,700	50%
Restaurants and other eating places	51,100	74,400	23,300	46%
Other services	32,400	39,800	7,400	23%
Membership associations and organizations	13,100	14,900	1,800	14%
Government	112,000	123,800	11,800	11%
Federal government	14,500	14,600	100	1%
Federal government post office	3,500	3,600	100	3%
State government	8,200	8,800	600	7%
Local government	89,300	100,400	11,100	12%
Local education	45,600	50,800	5,200	11%
<b>Self-employment</b>	<b>59,500</b>	<b>64,500</b>	<b>5,000</b>	<b>8%</b>

Source: Oregon Employment Department, Workforce and Economics Research Division.  
Contact: Amy Vander Vliet, Regional Economist, Amy.S.Vandervliet@employ.oregon.gov, (971) 804-2099  
Oregon Employment Department, Workforce and Economic Research Division

## Appendix D. Employment Land Needs Assumptions

### Canby UGB Net New Employment Forecast: 2023-2043\*

	Low	Medium	High
Industrial	2,238	5,632	5,932
Retail	182	204	216
Services	737	914	1,374
Government & Education	20	24	24
<b>Total Job Growth</b>	<b>3,178</b>	<b>6,775</b>	<b>7,546</b>
<b>Proj. Jobs not requiring vacant land*</b>	<b>403</b>	<b>815</b>	<b>934</b>
<b>Proj. Jobs on Vacant Land</b>	<b>2,775</b>	<b>5,960</b>	<b>6,611</b>

\* reflects jobs accommodated through refill in existing buildings and home-based workers.

### Canby UGB Job Growth Capture Rates: 2023-2043

	Scenario		
	A	B	C
Industrial	100%	100%	100%
Retail	100%	100%	100%
Services	100%	100%	100%
Government & Education	100%	100%	100%

### Canby UGB Job Growth Forecast: 2023-2043

	Low	Medium	High
Industrial	2,238	5,632	5,932
Retail	182	204	216
Services	737	914	1,374
Government & Education	20	24	24
<b>Total</b>	<b>3,178</b>	<b>6,775</b>	<b>7,546</b>

Source: Derived from prior tables

**Employment Sectors to Building Type Assignment Assumptions**

Employment Sectors	Building Types						Total
	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	
Retail	0%		10%	0%	0%	90%	100%
Services	50%		20%	0%	0%	30%	100%
Industrial			30%	55%	15%	0%	100%
Government/Education/Other Public		100%		0%	0%		100%

Source: reflects local assumptions by FCS GROUP.

**Net New Employment Forecast by Building Type, Scenario A Forecast**

Employment Sectors	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Retail	-	-	18	-	-	164	182
Services	369	-	147	-	-	221	737
Industrial	-	-	671	1,231	336	-	2,238
Government/Other Public	-	20	-	-	-	-	20
<b>Total</b>	<b>369</b>	<b>20</b>	<b>837</b>	<b>1,231</b>	<b>336</b>	<b>385</b>	<b>3,178</b>

**Net New Employment Forecast by Building Type, Scenario B Forecast**

Employment Sectors	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Retail Trades	-	-	20	-	-	184	204
Services	457	-	183	-	-	274	914
Industrial	-	-	1,690	3,098	845	-	5,632
Government/Other Public	-	24	-	-	-	-	24
<b>Total</b>	<b>457</b>	<b>24</b>	<b>1,893</b>	<b>3,098</b>	<b>845</b>	<b>458</b>	<b>6,775</b>

Source: FCS GROUP based on local market assumptions.

**Net New Employment Forecast by Building Type, Scenario C Forecast**

Employment Sectors	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Retail Trades	-	-	22	-	-	194	216
Services	687	-	275	-	-	412	1,374
Industrial	-	-	1,780	3,263	890	-	5,932
Government/Other Public	-	24	-	-	-	-	24
<b>Total</b>	<b>687</b>	<b>24</b>	<b>2,076</b>	<b>3,263</b>	<b>890</b>	<b>606</b>	<b>7,546</b>

Source: FCS GROUP based on local market assumptions.

**Building Type to Land Needs Assumptions\***

	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse/ Dist.	Retail/ Service
Refill Job Allocation <sup>1</sup>	5%	20%	0%	0%	0%	5%
Jobs Needing Vacant Land Allocation <sup>2</sup>	83%	80%	90%	95%	100%	95%
Building SF Per Job <sup>2</sup>	250	750	550	1,000	1,500	500
Floor-Area-Ratio <sup>2</sup>	0.35	0.20	0.25	0.25	0.20	0.35
Public Facility Net:Gross Adjustment <sup>3</sup>	1.25	1.25	1.25	1.25	1.25	1.25
Work at Home Adjustment <sup>4</sup>	12%	0%	10%	5%	0%	0%

\* assumptions are intended to reflect a long-term average and current local observations.

1/ Adjusts for building refill & vacancy allowances.

2/ Building density consistent with local observations.

3/ Allowances take into account land dedicated to public/utility easements.

4/ Allowance based on local business license data; and is generally consistent with statistics by Oregon Emp. Dept.

Source: assumptions reflect local observations.

**Net New Refill Building Space Requirements (Floor Area Sq.Ft.)**

	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Low	4,000	3,000	-	-	-	10,000	17,000
Medium	5,000	4,000	-	-	-	11,000	20,000
High	8,000	4,000	-	-	-	15,000	27,000

**Net New Building Floor Area Development on Vacant Lands (Floor Area) - 20 Year Forecast**

	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Low	67,000	12,000	373,000	1,111,000	504,000	183,000	2,250,000
Medium	83,000	14,000	843,000	2,796,000	1,267,000	218,000	5,221,000
High	125,000	14,000	925,000	2,945,000	1,335,000	288,000	5,632,000

**Vacant Land Need (gross buildable acres) - 20 Year Forecast**

	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Low	5.5	1.7	42.8	127.5	72.3	15.0	264.9
Medium	6.8	2.0	96.8	320.9	181.8	17.9	626.2
High	10.2	2.0	106.2	338.0	191.5	23.6	671.6

**Building to Land Use Assignment Assumptions**

Land Use Classification	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail
Commercial (retail, office, lodging)	100%	0%	0%	0%	0%	100%
Mixed Use	0%	0%	0%	0%	0%	0%
Public	0%	100%	0%	0%	0%	0%
General Industrial & Flex	0%	0%	100%	100%	100%	0%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Assumptions by FCS GROUP and City staff based on local observations.

**Vacant Land Needs Forecast by Zoning Classification, Scenario A Forecast**

Land Use Classification	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Commercial (retail, office, lodging)	5.5	-	-	-	-	15.0	20.5
Mixed Use	-	-	-	-	-	-	-
Public	-	1.7	-	-	-	-	1.7
General Industrial & Flex	-	-	42.8	127.5	72.3	-	242.7
<b>Total</b>	<b>5.5</b>	<b>1.7</b>	<b>42.8</b>	<b>127.5</b>	<b>72.3</b>	<b>15.0</b>	<b>264.9</b>

**Vacant Land Needs Forecast by Zoning Classification, Scenario B Forecast**

Land Use Classification	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Commercial (retail, office, lodging)	6.8	-	-	-	-	17.9	24.7
Mixed Use	-	-	-	-	-	-	-
Public	-	2.0	-	-	-	-	2.0
General Industrial & Flex	-	-	96.8	320.9	181.8	-	599.5
<b>Total</b>	<b>6.8</b>	<b>2.0</b>	<b>96.8</b>	<b>320.9</b>	<b>181.8</b>	<b>17.9</b>	<b>626.2</b>

**Vacant Land Needs Forecast by Zoning Classification, Scenario C Forecast**

Land Use Classification	Office	Government	Flex/Bus. Park	Gen. Industrial	Warehouse	Retail	Total
Commercial (retail, office, lodging)	10.2	-	-	-	-	23.6	33.9
Mixed Use	-	-	-	-	-	-	-
Public	-	2.0	-	-	-	-	2.0
General Industrial & Flex	-	-	106.2	338.0	191.5	-	635.8
<b>Total</b>	<b>10.2</b>	<b>2.0</b>	<b>106.2</b>	<b>338.0</b>	<b>191.5</b>	<b>23.6</b>	<b>671.6</b>

**Canby UGB Land Needs for Employment (gross buildable acres)**

General Land Use	Low	Medium	High
Commercial (CD, HC)	20	25	34
Industrial (CM, LI, HI)	243	599	636
Public & Education (excl. schools & parks)	2	2	2
<b>Total Land Need (unconstrained acres)</b>	<b>265</b>	<b>626</b>	<b>672</b>

Source: findings based on preceding assumptions.

## Appendix E: Buildable Land Inventory Methodology

In accordance with OAR 660-008-0005 (2) and OAR 660-009-0015 (3), an estimate of buildable land inventory (BLI) within Canby's Urban Growth Boundary (UGB) has been created to determine the amount of land available to meet housing and employment needs. The BLI analysis uses the most current Geographic Information Systems (GIS) data provided available for the Canby UGB.

The objective of the BLI is to determine the amount of developable land available for future residential housing and economic development within the UGB. The steps taken to perform this analysis are as follows:

1. Calculate gross acres by plan designation, including classifications for fully vacant and partially-vacant parcels. This step entails "clipping" all of the tax lots that are bisected by the current UGB to eliminate land outside current UGB from consideration for development at this time. City staff input was provided to provide a level of quality assurance to review output is consistent with OAR 660-008-0005(2) and OAR 660-009-0015 (3).
2. Calculate gross buildable acres by plan designation by subtracting land that is constrained from future development, such as such as existing public right-of-way, parks and open space, steep slopes, and floodplains. Canby's Comprehensive Plan call for an additional reduction for wetlands from the buildable land.
3. Calculate net buildable acres by plan designation, by subtracting future public facilities such as roads, schools and parks from gross buildable acres.
4. Determine total net buildable acres by plan designation by taking into account potential redevelopment locations and mixed-use development opportunity areas.

The detailed steps used to create the land inventory are described below.

### **Economic Land Base for Employment Lands**

The economic land base reflects current Canby Comprehensive Plan land use designations. Properties that are within the economic land base include the following base zone classifications:

#### Comprehensive Land Use Classifications

- Private Recreation (PR)
- Residential Commercial (RC)
- Light Industrial (LI)
- Heavy Industrial (HI)
- Commercial/Manufacturing (CM)
- Highway Commercial (HC)
- Downtown Commercial (DC)

#### Zoning Categories

- Residential Commercial (CR)
- Light Industrial M1I)
- Heavy Industrial (M2)



- Commercial/Manufacturing (CM)
- Highway Commercial (C2)
- Downtown Commercial (C1)

These classifications have been kept consistent throughout the analysis.

### Canby Buildable Land Categories EOA

**Vacant land:** Properties with no structures or have buildings with very little value. For purpose of the BLI, employment lands with improvement value less than \$5,000 are considered vacant and the improvement value is 5% or less than the land value. These lands were also subjected to review using satellite imagery via Google Earth; and if the land is in a committed use such as a parking lot, an assessment has been made to determine if it is to be classified as vacant, part vacant or developed.

**Partially vacant land:** Properties that are occupied by a use (e.g., a home or building structure with value over \$5,000) but have enough land to be subdivided without the need for rezoning. This determination is made using tax assessor records and satellite imagery. For lots with structures that are in value 40% below their land value, it is assumed that half the lot is developed and the other half is vacant. Commercial inventory for partially-vacant land includes lots of at least one acre in size and one half-acre of unimproved land. The partially-vacant industrial land inventory includes lots that have at least five acres of unimproved land.

**Redevelopment Potential:** Occupied properties with a higher land value than the on-site structure. Properties must be at least 20,000sqft to be considered of interest for redevelopment. Commercial inventory for redevelopment land includes lots of at least one acre in size and one half-acre of unimproved land. The redevelopable industrial land inventory includes lots that have at least five acres of unimproved land

**Developed:** Properties unlikely to yield additional employment opportunities for one of two reasons: they possess existing structures that are unlikely to redevelop over the planning period; or they include parcels with Comprehensive Land Use Plan designations that do not permit commercial or industrial development.

**Other:** Properties which are regarded as unlikely to be developed because they are restricted by existing uses such as: public parks, schools, ballfields, roads and public right-of-way (ROW); common areas held by Homeowners Associations, cemeteries, power substations, and constrained by more than 85% of its area.

These tax lot classifications were validated using satellite imagery, street view, building permit data, and assessor records. Preliminary results were refined based on City staff and public input received during the Housing Needs Analysis (HNA) planning process.

### Development Constraints

The BLI methodology for identifying and removing development constraints is consistent with state guidance on buildable land inventories per OAR 660-008-0005(2) and OAR 660-009-0015 (3), as well as 660-038-0070 and 660-038-0130. By definition, the BLI is intended to include land that is “suitable, available, and necessary for residential and economic uses.” “Buildable Land” includes residential and economic designated land within the UGB, including vacant, part vacant and land that is likely to be redeveloped; and suitable, available and necessary for residential and economic uses. Public-owned land is generally not considered to be available for new growth unless the underlying zoning permits it. It should be noted that “available” in this context does not mean that the land is

presently on the market. It is assumed in this analysis that such land is expected to come on the market within the 20-year timeframe of this study.

Land is considered to be “suitable for new development” unless it is:

- Is severely constrained by natural hazards as determined by the Statewide Planning Goal 7;
- Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;
- Has slopes over 25 percent;
- Is within the 100-year flood plain; or
- Cannot be provided or served with public facilities

Based on state guidelines and data provided by the City, the following constraints have been deducted from the residential lands inventory.

- Open water of at least one-half acre in size.
- Land within the 100-year floodplains. This includes lands in flood-hazard areas as identified by the Flood Prone classification of Canby’s Comprehensive Plan.
- Wetlands identified by the City and identified in the Comprehensive Plan as a barrier for future development.
- Land identified as parks, open space, outdoor recreation or conservation. This includes school land, parks, natural areas, cemeteries, homeowner association-owned land used for common space, trail parcels, golf courses, utility easements, etc.
- Land in public ownership with no development potential.
- Land with slopes greater than 25%.

Economic land is slightly differently treated by state guidelines.

The following constraints have been used for the economic lands inventory.

- Open water of at least one-half acre in size.
- Wetlands identified by the City and identified in the Comprehensive Plan as a barrier for future development.
- Land designated for parks, open space, outdoor recreation or conservation. This includes school land, parks, natural areas, cemeteries, homeowner association-owned land used for common space, trail parcels, golf courses, utility easements, etc.
- Land in public ownership with no development potential (such as the County’s fairgrounds).
- Lands in flood-hazard areas as identified by the Flood Prone classification of Canby’s Comprehensive Plan.
- Land within floodways is 100% constrained.
- Economic land within the 100-year floodplain is reduced by 50%.
- Industrial Land with slopes greater than 10% and all other commercial land with slopes greater than 25%.